

PROJECT I.D. 1060-27-00  
I-94 EAST-WEST CORRIDOR  
70<sup>TH</sup> STREET TO 16<sup>TH</sup> STREET

MILWAUKEE COUNTY, WISCONSIN

**DRAFT ENVIRONMENTAL IMPACT STATEMENT**  
and Section 4(f) Evaluation

Submitted Pursuant to 42 U.S.C. 4332(2)(c) and 49 U.S.C. 303  
by the

U.S. Department of Transportation, Federal Highway Administration,  
State of Wisconsin Department of Transportation

Cooperating Agencies

U.S. Department of the Interior, National Park Service  
U.S. Army Corps of Engineers  
Wisconsin Department of Natural Resources (pursuant to 23 U.S.C. 139)

**APPROVALS**



For Federal Highway Administration

11-4-2014  
Date



For Wisconsin Department of Transportation

11/4/2014  
Date

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FHWA will issue a single Final Environmental Impact Statement and Record of Decision document pursuant to Pub. L. 112-141, 126 Stat. 405, Section 1319(b), unless FHWA determines statutory criteria or practicability considerations preclude issuance of the combined document pursuant to Section 1319.

**ABSTRACT**

The I-94 East-West Corridor study area includes I-94 from 70<sup>th</sup> Street to 16<sup>th</sup> Street, a distance of about 3.5 miles. This corridor has safety issues and design and operational deficiencies, including closely spaced interchanges, a combination of left-hand and right-hand exit and entrance ramps, and deteriorated pavement. As traffic increases, safety and traffic operations on this corridor will continue to deteriorate. By 2040, increased traffic volumes will cause I-94 to operate at level of service D to F during peak periods. The Environmental Impact Statement evaluates the social, environmental, and economic impacts of the No-build alternative and a range of Build Alternatives, as well as the extent to which these alternatives address the project's purpose and need.

**Comments on this Draft Environmental Impact Statement are due by January 13, 2015, or 60 days after the Notice of Availability is published in the *Federal Register*, whichever is later, and should be sent to:**

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# National Environmental Policy Act Statement

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The National Environmental Policy Act of 1969, as amended (42 United States Code 4332) requires that all federal agencies prepare a detailed Environmental Impact Statement (EIS) for major federal actions that will significantly affect the quality of the human environment. The Federal Highway Administration (FHWA) is therefore required to prepare an EIS for proposals funded under its authority if such proposals are determined to be major actions significantly affecting the quality of the human environment.

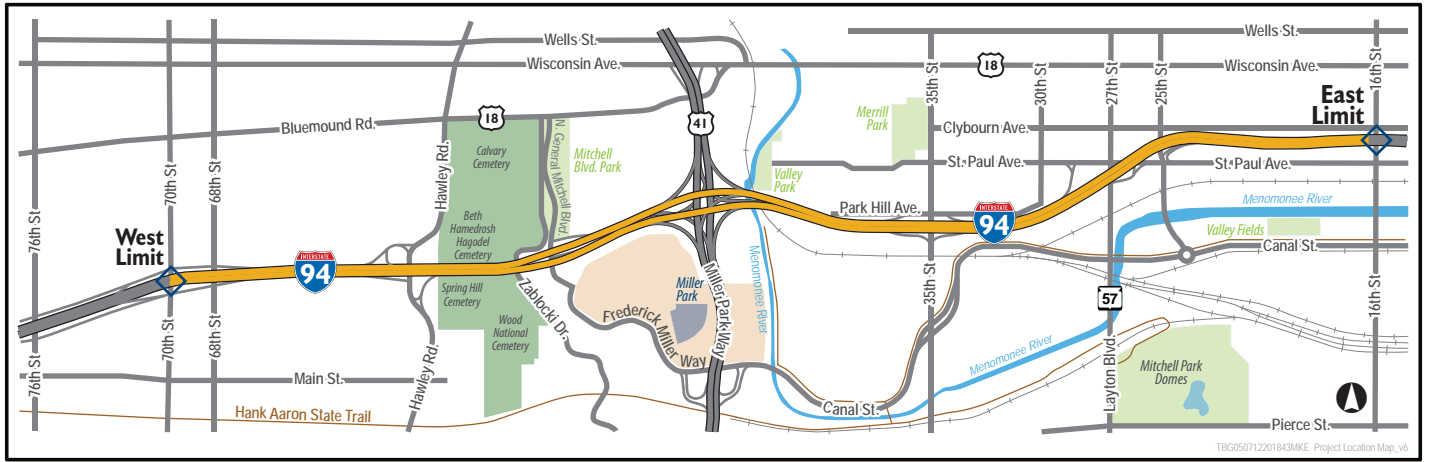
The EIS process is carried out in two stages. The **Draft EIS** is circulated for review by federal, state, and local agencies with jurisdiction by law or special expertise, and made available to the public. The Draft EIS must be made available to the public at least 15 days before the public hearing. A 60-day comment period is provided from the date the Draft EIS availability notice is published in the *Federal Register*. The Wisconsin Department of Transportation (WisDOT) must receive agency comments on or before the date listed on the front cover of the Draft EIS unless a time extension is requested and granted by WisDOT and FHWA pursuant to 23 USC 139(g)(2)(A). After the Draft EIS comment period has elapsed, work may begin on the Final EIS.

The **Final EIS** will include the following:

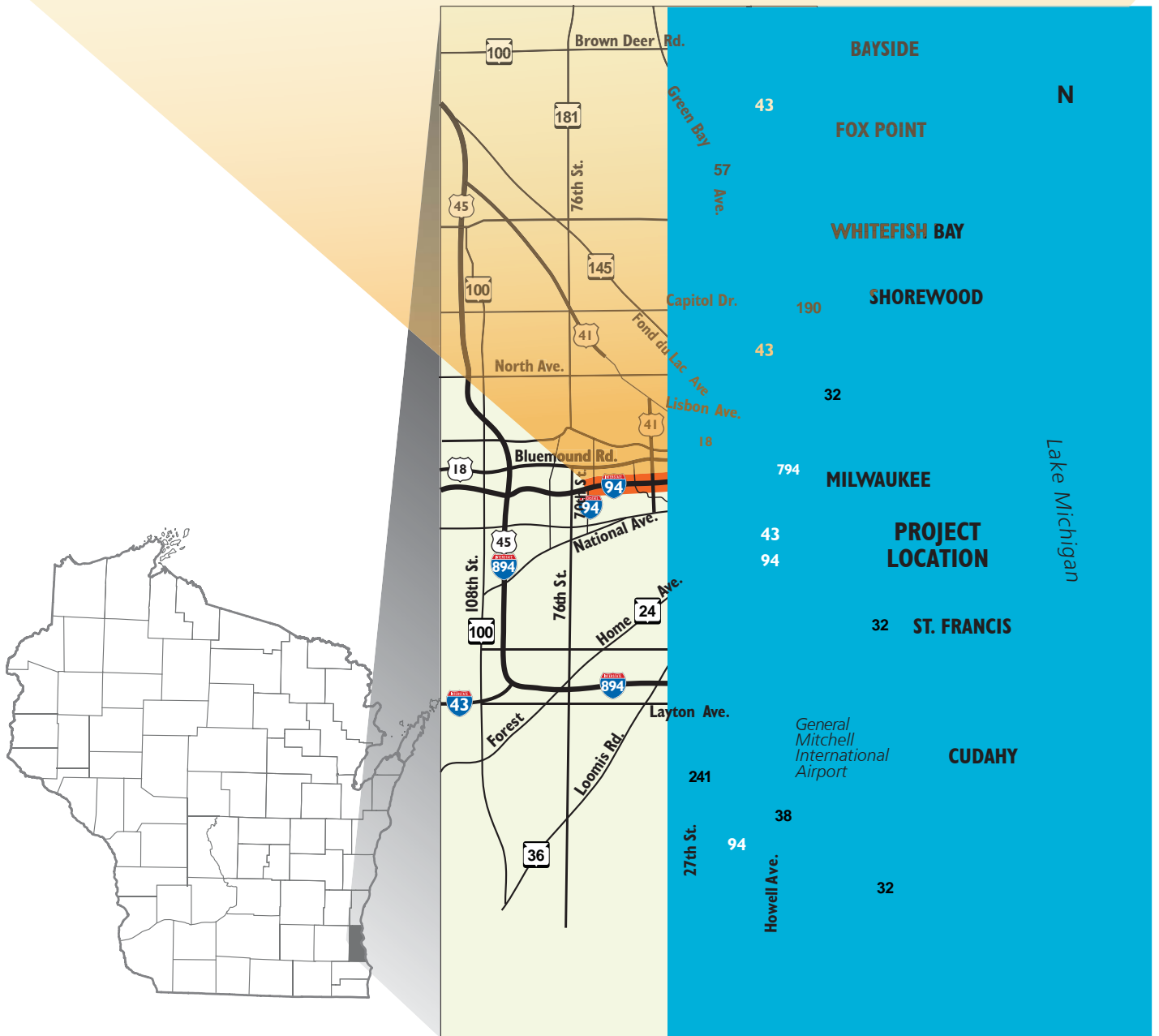
1. Identification of the preferred course of action (alternative) and the basis for its selection.
2. Basic content of the Draft EIS, along with any changes, updated information, or additional information as a result of agency and public review.
3. Summary and disposition of substantive comments on social, economic, environmental, and engineering aspects resulting from the public hearing/public comment period and agency comments on the Draft EIS.
4. Resolution of environmental issues and documentation of compliance with applicable environmental laws and related requirements.

FHWA will issue a single Final Environmental Impact Statement and Record of Decision document pursuant to Pub. L. 112-141, 126 Stat. 405, Section 1319(b), unless FHWA determines statutory criteria or practicability considerations preclude issuance of the combined document pursuant to Section 1319. Both the Draft and Final EIS are full-disclosure documents that provide descriptions of the proposed action, the affected environment, alternatives considered, and an analysis of the expected beneficial or adverse environmental effects.





TBG050712201843MKE: Project Location Map\_v6



# Summary

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## Description of the Proposed Action

The proposed action is to reconstruct Interstate 94 (I-94) between 70<sup>th</sup> Street and 16<sup>th</sup> Street in Milwaukee, Wisconsin. The scope of the proposed action is to rebuild the freeway and bridges, modify interchange access to improve safety and traffic flow, and reconstruct local streets affected by the freeway reconstruction.

The proposed action would accomplish the following:

- Maintain a key link in the local, state, and national transportation network.
- Address the obsolete design of the I-94 East-West Corridor to improve safety and decrease crashes.
- Replace deteriorating pavement.
- Accommodate existing and future traffic volumes at an acceptable level of service.

The project would neither require nor foreclose future transportation improvements identified in the regional transportation plan. The project would provide a safer and more efficient transportation system in the I-94 East-West Corridor, while minimizing impacts to the natural, cultural, and built environment to the extent feasible and practicable.

The study-area termini are 70<sup>th</sup> Street on the west and 16<sup>th</sup> Street on the east. The service interchanges along I-94 at 68<sup>th</sup>/70<sup>th</sup> Streets, Hawley Road, Mitchell Boulevard, 35<sup>th</sup> Street, and 25<sup>th</sup>/26<sup>th</sup>/28<sup>th</sup> Street are included in the study, as is the Stadium Interchange, a system interchange<sup>1</sup> (**Exhibit S-1**). The Bluemound Road/Wisconsin Avenue/Wells Street service interchange with US 41 is also included as part of this study. At each interchange, the project limits extends until each crossroad ties in to existing alignment. The termini for the study generally match the termini for two previously completed studies of the southeastern Wisconsin freeway system: the Zoo Interchange study, located west of the I-94 East-West Corridor study area, and the Marquette Interchange study, located to the east.

The Wisconsin Department of Transportation (WisDOT) and the Federal Highway Administration (FHWA) are the lead state and federal agencies, respectively, for the project.

## Purpose and Need for the Project

The purpose of the project is to address the deteriorated condition of I-94, obsolete roadway and bridge design, existing and future traffic demand, and high crash rates. A combination of the following factors demonstrates the need for the transportation improvements in the I-94 East-West Corridor:

- System linkage and route importance—I-94 is a major east-west freeway link across the northern United States and is part of the National Highway System. It is also a federal and state “long truck route” and a backbone route in WisDOT’s *Connections 2030 Long-Range Multimodal Transportation Plan*. I-94 is a critical link in Milwaukee County’s freeway system. In addition to serving long-distance travelers and regional and national freight movement, the study-area freeway system is an important commuter route for many of the employees who work in Milwaukee County.
- Existing freeway conditions and deficiencies—This segment of I-94 was completed in 1963. Over the years, the concrete pavement has become worn and cracked. WisDOT resurfaced I-94 in the mid-1970s, late 1990s, and again in 2011–2012, which returned a smooth riding surface to the roadway, but did not address the cracks in the concrete or the voids in the gravel base under the pavement. In addition to the physical condition, there are other substandard design elements, such as inadequate ramp spacing, that must be addressed. Perhaps the most notable functional deficiencies are the closely spaced service interchanges and the combination of left- and right-hand entrance and exit ramps, which are contrary to driver expectations and result in major safety and operational problems, such as traffic weaving and congestion. The condition of

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<sup>1</sup> A service interchange connects a freeway to arterial or collector roads. A system interchange connects two or more freeways.

bridges in the study area has deteriorated over the years due to age, heavier than expected traffic, road salt, freeze-thaw cycles, and water entering cracks in the bridges. At some locations, bridge clearances (the vertical distance from the pavement to the lowest portion of the bridge above the roadway) are below current accepted criterion.

- **Safety**—From 2005 to 2009, there were 2,230 crashes (not including deer/other animal crashes) on the freeway and interchange entrance/exit ramps, or roughly 1.2 crashes per day. Crash rates in the I-94 East-West Corridor are mostly at least 2 to 3 times higher than the statewide average for similar roadways, and several sections are more than 4 times higher than the statewide average. On the study area freeway system, the most common types of crashes were rear-end, single-vehicle off-road, and sideswipe.
- **Existing and future traffic volumes**—This segment of I-94 carries 143,000 to 160,500 vehicles on an average weekday. Currently, during the heaviest traffic periods, level of service on I-94 ranges between level of service C and level of service F. By 2040 (the project's design year), traffic volumes are expected to rise to approximately 160,000 to 186,000 vehicles per day, which represents an 11 to 16 percent traffic increase over the current conditions. By 2040, I-94 would generally operate at level of service D to F during the morning peak period and at level of service E or F in the evening peak period.

Section 1, Purpose and Need for the Project, discusses the factors in more detail. The need for the proposed improvements sets the stage for developing and evaluating possible improvement alternatives.

## Alternatives Considered

Section 2, Alternatives Considered, describes the range of alternatives developed to address the factors identified in Section 1, Purpose and Need for the Project, and describes the basis for retaining alternatives for additional study or eliminating alternatives from consideration. WisDOT and FHWA developed and evaluated a wide range of alternatives to address the deficiencies on I-94. The alternatives were presented to the public and assessed to determine their environmental impacts and the extent to which they fulfill the purpose of the project. The initial range of alternatives considered includes the following:

- **No-build alternative**—No safety or capacity improvements would be made. Only maintenance and minor improvements would be performed. This alternative serves as a baseline for comparison to the build alternatives.
- **Transportation Demand Management**—This alternative strives to reduce the number of auto trips through increased transit ridership and other strategies. The public transit system element of *A Regional Transportation System Plan for Southeastern Wisconsin: 2035* (Southeastern Wisconsin Regional Planning Commission [SEWRPC] 2006a) recommends several ways to increase mass transit in Milwaukee County.
- **Transportation System Management**—This alternative includes measures to maximize the efficiency of the highway system to help alleviate or postpone the need to expand freeway capacity. The Transportation System Management element of the SEWRPC regional transportation plan recommends measures such as freeway traffic management (ramp meters, bus, and high-occupancy vehicle lanes on entrance ramps) and intelligent transportation systems (advanced traveler information for transit and highway travel conditions).
- **Build Alternatives:**
  - **Replace-in-Kind Alternative**—The I-94 East-West Corridor would be replaced in its current configuration with three lanes in each direction, left-hand entrance and exit ramps, and closely spaced interchanges.
  - **Spot Improvements**—Replacing the existing roadway and bridges in or close to their existing configuration, while addressing safety issues that can be fixed with little or no new right-of-way acquisition.
  - **Modernization Improvements (6-lane)**—Replacing the existing roadway and bridges and completely reconfiguring I-94 to address the safety issues described in Section 1, Purpose and Need for the Project. Transportation System Management measures are included as part of the alternative.

- Modernization Improvements with Added Capacity (8-lane)—Replacing the existing roadway and bridges and completely reconfiguring I-94, while adding 1 new lane in each direction to address the safety and congestion issues described in Section 1, Purpose and Need for the Project. Transportation System Management measures are included as part of the alternative.

The modernization improvements with added capacity (8-lane) alternative was retained for detailed study following an alternatives screening process because it meets all purpose and need elements and has the appropriate number of lanes for future traffic volumes. The 6-lane modernization improvements alternative was eliminated from further study due to its inability to meet the project’s purpose and need. WisDOT and FHWA developed and evaluated several 8-lane modernization alternatives for the project. The alternatives were evaluated on the following: ability to meet project purpose and need; construction cost; ability to avoid and minimize impacts to the natural and built environment; and input received from local governments, resource agencies, and the public. Federal and state laws, such as Section 106 of the National Historic Preservation Act, Section 4(f) of the U.S. Department of Transportation Act, and Section 404 of the Clean Water Act, were also considered in evaluating alternatives.

## Alternatives Retained for Detailed Study

Through the alternatives screening process, the following alternatives were retained for detailed study for the I-94 East-West Corridor:

- West segment (70<sup>th</sup> Street to Stadium Interchange)
  - Add a 4<sup>th</sup> lane in each direction, with either no Hawley Road Interchange or a half-interchange at Hawley Road (entrance/exit ramps to and from the west), and narrow lanes and shoulders through cemetery area (**At-grade alternative**)
  - Add a 4<sup>th</sup> lane in each direction, with Hawley Road Interchange and double deck (all up or partially down) through cemetery area (**Double Deck alternative**)
- East segment (Stadium Interchange to 16<sup>th</sup> Street)
  - Add a 4<sup>th</sup> lane in each direction, with a modified single-point interchange at the Stadium Interchange and remaining nearly on-alignment east of 32<sup>nd</sup> Street (**On-alignment alternative**)<sup>2</sup>
  - Add a 4<sup>th</sup> lane in each direction, with a modified single-point interchange at the Stadium Interchange and an off-alignment segment east of 32<sup>nd</sup> Street (**Off-alignment alternative**)
- No-build (retained for comparative purposes)

All of these build alternatives are interchangeable. For example, both the On-alignment and Off-alignment alternatives in the east segment are compatible with the Double Deck alternative in the west segment. The same holds true for the At-grade alternative. The four alternatives are:

- At-grade (west segment) and On-alignment (east segment)
- At-grade (west segment) and Off-alignment (east segment)
- Double Deck (west segment) and On-alignment (east segment)
- Double Deck (west segment) and Off-alignment (east segment)

## Environmental Impacts

Overall, the impacts of the Modernization Alternatives are greater than the No-build alternative and the other alternatives considered.

<sup>2</sup> Although this alternative is referred to as “On-alignment,” it would require right-of-way acquisition and commercial displacements on the south side of I-94. At its greatest extent, the On-alignment alternative’s centerline/median would be located about 50 feet south of the existing I-94 centerline near 29<sup>th</sup> Street.



**Table S-1** summarizes the impacts of the No-build alternative and the 8-lane Modernization Alternatives (See Section 3 for a detailed evaluation). The 8-lane Modernization Alternatives would convert between 49 and 62 acres of residential, commercial, utility, and institutional land to highway right-of-way. WisDOT and FHWA would need to acquire between 7 to 13 residences and 7 to 10 businesses (there are two to three additional vacant commercial properties as of November 2014 that would be acquired as well) to implement the 8-lane Modernization Alternatives.

In the west segment, I-94 is routed past a National Historic Landmark (NHL) and several other historic properties. While the At-grade alternative, pending further engineering design, would result in a No Adverse Effect on these properties, the Double Deck alternative would result in an Adverse Effect on the Soldiers' Home NHL, Soldiers' Home Historic District, Story Hill Residential Historic District 2 and 3, and Calvary Cemetery.

## Economic Impact

The economic impact of the 8-lane Modernization Alternatives would be the expenditure of \$825 million to \$1.15 billion in 2014 dollars to construct the proposed improvements. The amount includes the cost of designing the roadways, right-of-way acquisition, utility relocation, and construction. Replacing the I-94 East-West Corridor in its current configuration would cost an estimated \$379 million in 2014 dollars.

## Public Involvement

WisDOT and FHWA implemented an extensive public involvement program for the study, which is detailed in Section 5, Community Involvement and Agency Coordination. More than 250 meetings have been held with neighborhood, community, environmental, business, minority, and other stakeholder groups since 2012. Open-house public involvement meetings were held in August and December 2012, May and July 2013, and June 2014.

There is support for and opposition to different aspects of the project. The following are areas of controversy: adding a lane to I-94, a potential double-deck freeway between Hawley Road and Mitchell Boulevard, potential freeway access changes, impacts to historic resources, and mitigating visual impacts and traffic noise in neighborhoods adjacent to the freeway.

## Other Federal or State Actions Required

WisDOT and FHWA will apply to the U.S. Army Corps of Engineers for a permit to place fill in waters of the United States under Section 404 of the Clean Water Act. WisDOT will also request water quality certification from the Wisconsin Department of Natural Resources (WDNR) under Section 401 of the Clean Water Act. WisDOT will coordinate threatened and endangered species impacts with WDNR under state statute 29.604 and administrative code NR 27. FHWA and WisDOT are consulting with and obtaining input from the Wisconsin State Historic Preservation Office, National Park Service, Advisory Council on Historic Preservation, U.S. Department of Veterans Affairs, and other consulting parties under Section 106 of the National Historic Preservation Act. WisDOT and FHWA are consulting with officials with jurisdiction over parks (Milwaukee County) and historic properties (State Historic Preservation Office, National Park Service, and Advisory Council on Historic Preservation) as required under the U.S. Department of Transportation's Section 4(f) law (49 USC 303 and 23 USC 138).

## Proposed Mitigation

WisDOT and FHWA will avoid and minimize impacts to the extent practicable. Unavoidable impacts will be mitigated to the extent practicable and allowable under state and federal law. Where there is no practicable alternative to filling wetlands, state and federal regulations require compensatory wetland mitigation in accordance with the *WisDOT/Wisconsin Department of Natural Resources Cooperative Agreement on Compensatory Wetland Mitigation* (WisDOT/WDNR 2012). WisDOT will continue to work with WDNR to determine appropriate mitigation measures, if any, for state threatened or endangered species impacts. Residential and business relocations would follow federal law, which requires just compensation for residences and businesses displaced by a transportation project. WisDOT and FHWA will work with local officials and affected

residents to determine the location of noise barriers in areas where the barriers are reasonable, feasible, and likely to be incorporated.

Impacts to significant historic resources will be mitigated. Mitigation measures will be developed through ongoing consultation with the U.S. Department of Veterans Affairs, State Historic Preservation Office, National Park Service, Advisory Council on Historic Preservation, and other consulting parties. The Section 106 process will culminate in an agreement document that will codify the specific mitigation measures to address the adverse effects on historic properties.

TABLE S-1  
Impact Summary Table

		8 lane Modernization Alternatives					
		West Segment			East Segment		
Impact	No build	At grade (No Hawley)	At grade (Half Hawley)	Double Deck	On alignment	Off alignment	Corridor Total
Total Cost (2014 dollars in millions)	\$0	\$115	\$125	\$295 to \$345 <sup>a</sup>	\$710 to \$735 <sup>b</sup>	\$785 to \$810 <sup>b</sup>	\$825 to \$1,155
New Right-of-Way (acres) <sup>c</sup>	0	7	8	13	42 to 47	44 to 49	49 to 62
Residential Displacements (housing units)	0	4	5	10	3	3	7 to 13
Commercial Displacements	0	1	2	2	8 <sup>d</sup>	6 <sup>d</sup>	7 to 10 <sup>d</sup>
Institutional Displacements	0	0	0	0	0	0	0
100-year Floodplain Crossings (no new crossings)	1	0	0	0	1	1	1
Floodplain (acres)	0	0	0	0	0	0	0
Stream Crossings (no new crossings)	1	0	0	0	1	1	1
Wetland (acres)	0	0	0	0	0.1	0.1	0.1
Parkland (acres)	0	0	0	0	0	0	0
Threatened and Endangered Species (Yes/No)	No	No	No	No	Yes	Yes	Yes
Primary Environmental Corridor (acres)	0	0	0	0	0	0	0
Adverse Effects to Historic Properties	0	0	0	3 <sup>e</sup>	0	0	0 to 3
Archaeological Sites Affected	0	0	0	0	0	0	0
Environmental Justice Issues (Yes/No)	No	No	No	No	No	No	No
Air Quality Permit	No	No	No	No	No	No	No
Noise Receptors Impacted (Design Year 2040)	0	130	113	98/110 <sup>f</sup>	50	83	148 to 213
Potential Contaminated Sites (sites recommended for additional field testing)	0	2	2	3	37	47	39 to 50

<sup>a</sup> The all up option is estimated to cost \$295 million and the partially down option \$320 to \$345 million.

<sup>b</sup> Construction in the Stadium Interchange area of the east segment is about \$25 million greater if the Double Deck alternative is selected for the west segment.

<sup>c</sup> In addition to right-of-way acquisition, easements (not included as part of the right-of-way total in this table) may be required.

<sup>d</sup> There are two (On-alignment) to three (Off-alignment) additional vacant commercial buildings/parcels that will be acquired (June 2014).

<sup>e</sup> Historic properties affected are Calvary Cemetery; Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark and Historic District; and Story Hill Residential Historic District 2 and 3.

<sup>f</sup> There are 98 noise receptors impacted with the all up option and 110 impacted with the partially down option.

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# Abbreviations and Acronyms

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AASHTO	American Association of State Highway and Transportation Officials
ACHP	Advisory Council on Historic Preservation
ACS	American Community Survey
ADID	Advanced Identification of Wetland Disposal Areas
APE	Area of Potential Effects
ATC	American Transmission Company
BMP	best management practice
C-D	collector-distributor
CAC	Community Advisory Committee
CEQ	Council on Environmental Quality
CFR	<i>Code of Federal Regulations</i>
CMAQ	Congestion Mitigation and Air Quality
Corps of Engineers	U.S. Army Corps of Engineers
CSD	community-sensitive design
CSS	community-sensitive solutions
dB	decibel
dBA	decibel A-weighted
DBE	disadvantaged business enterprise
DPW	Department of Public Works
EIS	Environmental Impact Statement
ERP	emergency repair program
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FQI	Floristic Quality Index
FS	field site
FTA	Federal Transit Administration
FWS	United States Fish and Wildlife Service
HAST	Hank Aaron State Trail
HCS	Highway Capacity Software
HHS	U.S. Department of Health and Human Services

HOT	high-occupancy toll
HOV	high-occupancy vehicle
I-94	Interstate 94
I-794	Interstate 794
I-894	Interstate 894
ICE	indirect and cumulative effects
ISATe	Interchange Safety Analysis Tool Enhanced
KOP	key observation point
kv	kilovolt
LPA	locally preferred alternative
LUST	leaking underground storage tank
LWCF	Land and Water Conservation Fund
MATC	Milwaukee Area Technical College
MCTS	Milwaukee County Transit System
MIS	major investment study
MMSD	Milwaukee Metropolitan Sewerage District
MOA	Memorandum of Agreement
mph	miles per hour
MPS	Milwaukee Public Schools
MSAT	mobile source air toxics
MVP	Menominee Valley Partners
NAAQS	National Ambient Air Quality Standards
National Register	National register of Historic Places
NBI	National Bridge Inventory
NCHRP	National Cooperative Highway Research Program
NEPA	National Environmental Policy Act
NFPA	National Fire Protection Association
NHL	National Historic Landmark
NPDES	National Pollutant Discharge Elimination System
NPS	National Park Service
PCB	polychlorinated biphenyl
PIM	public information meeting



ppm	parts per million
ROD	Record of Decision
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SEWRPC	Southeastern Wisconsin Regional Planning Commission
SHPO	State Historic Preservation Office
SIP	State Implementation Plan
SOHI	South of Highland
Stadium District	Southeast Wisconsin Professional Baseball Park District
TAC	Technical Advisory Committee
TDM	transportation demand management
TIA	Traffic Impact Analysis
TIF	tax increment financing
TIN	Target Investment Neighborhood
TIP	Transportation Improvement Program
TMDL	total maximum daily load
TMP	transportation management plan
TNM	Traffic Noise Model®
TSM	transportation system management
TSP	total suspended particles
Uniform Act	Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended
USC	United States Code
U.S. DOT	United States Department of Transportation
USEPA	United States Environmental Protection Agency
US 41	U.S. Highway 41
UWM	University of Wisconsin–Milwaukee
VA	United States Department of Veterans Affairs
VIA	visual impact assessment
VMT	vehicle miles traveled
vpd	vehicles per day
WDNR	Wisconsin Department of Natural Resources
WIS	Wisconsin State Highway
WisDOT	Wisconsin Department of Transportation

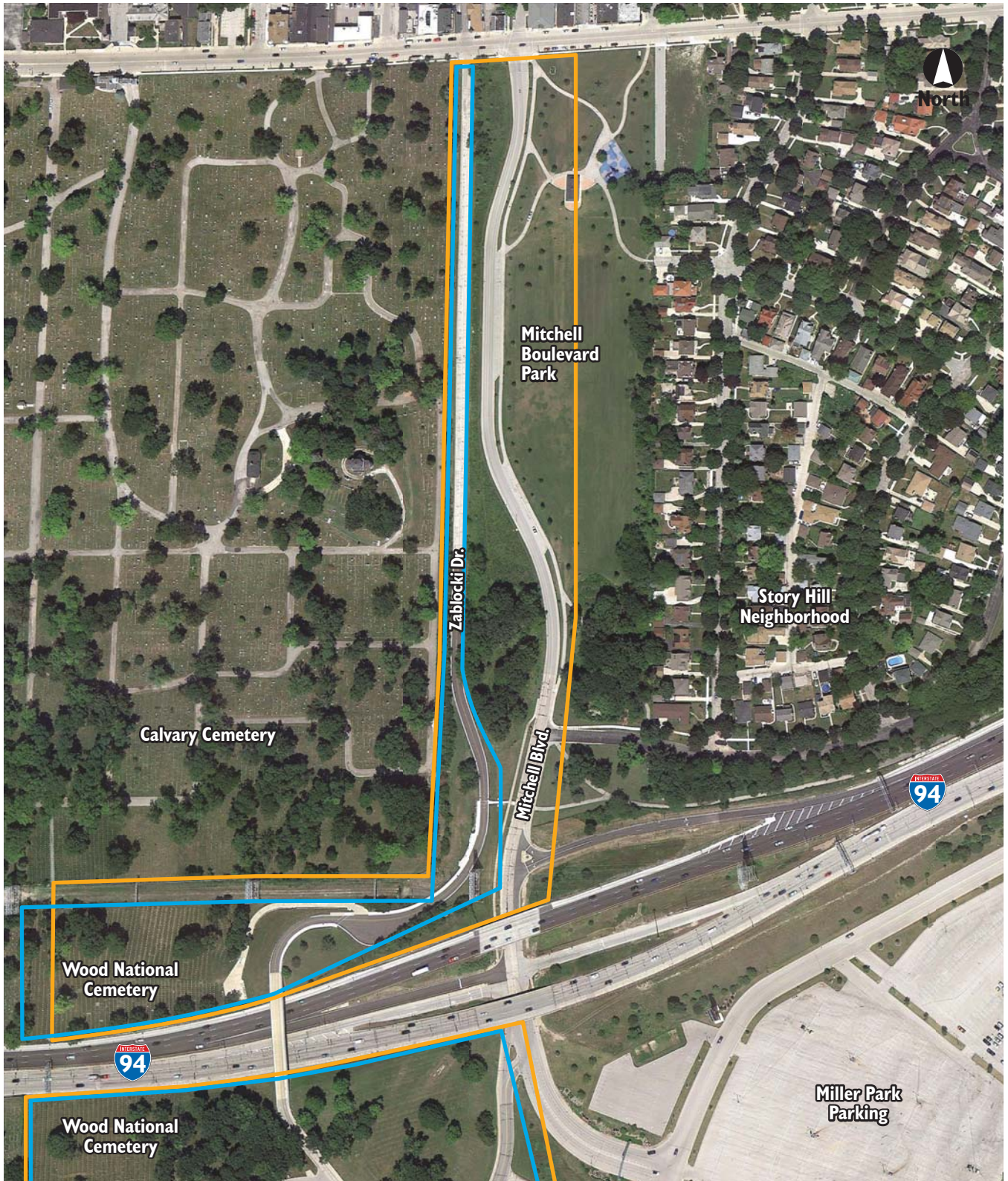










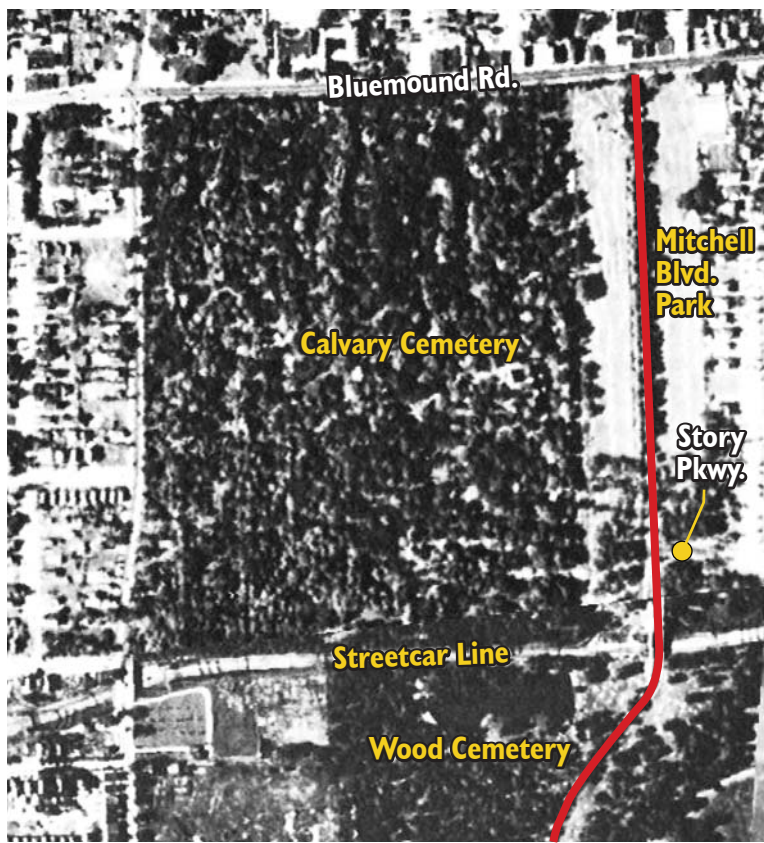


## LEGEND

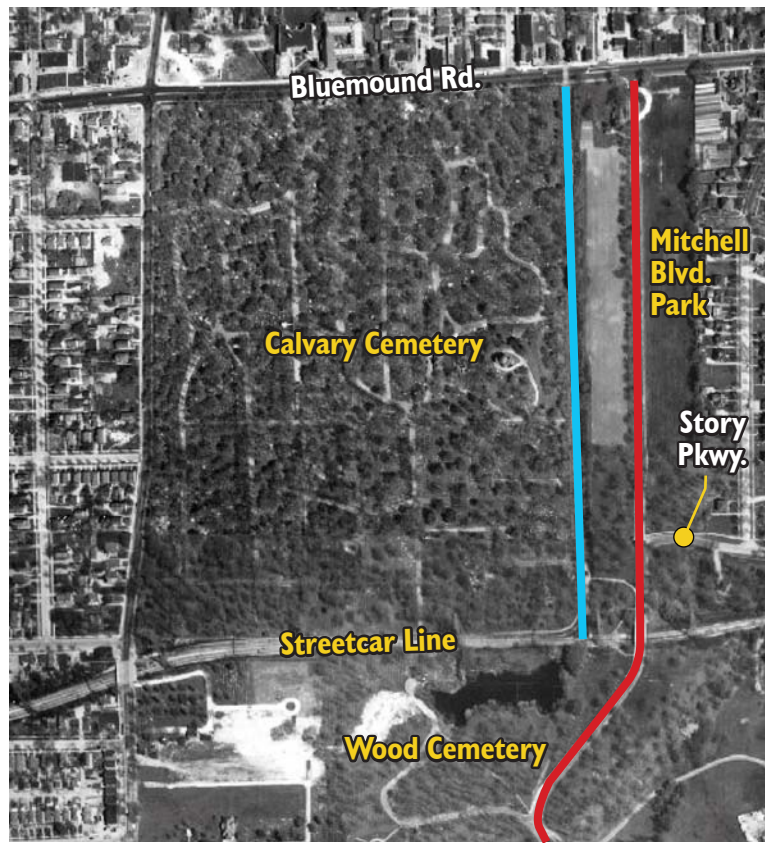
- Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District
- Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark



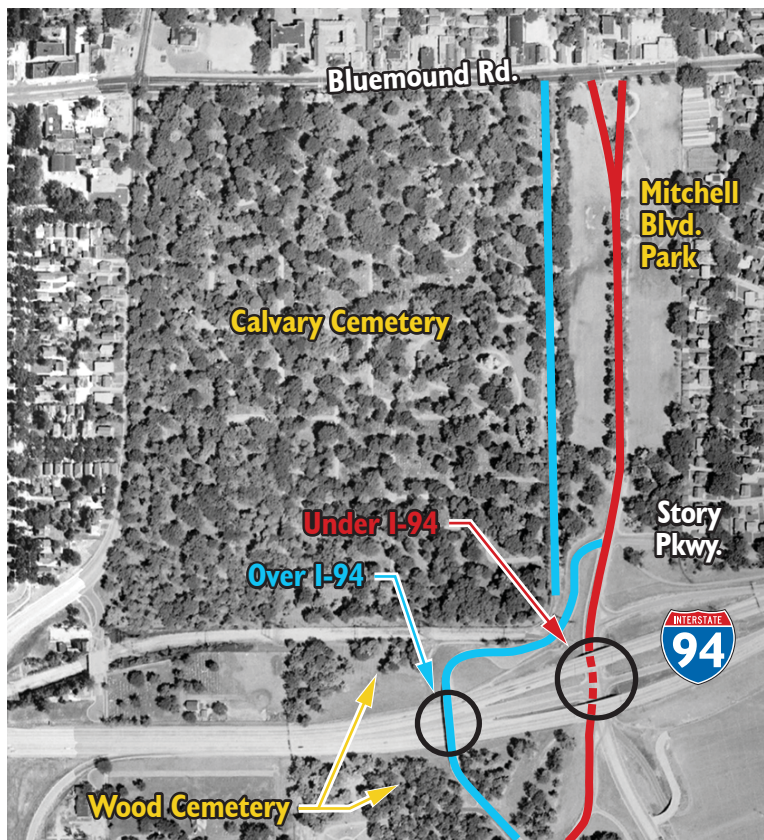




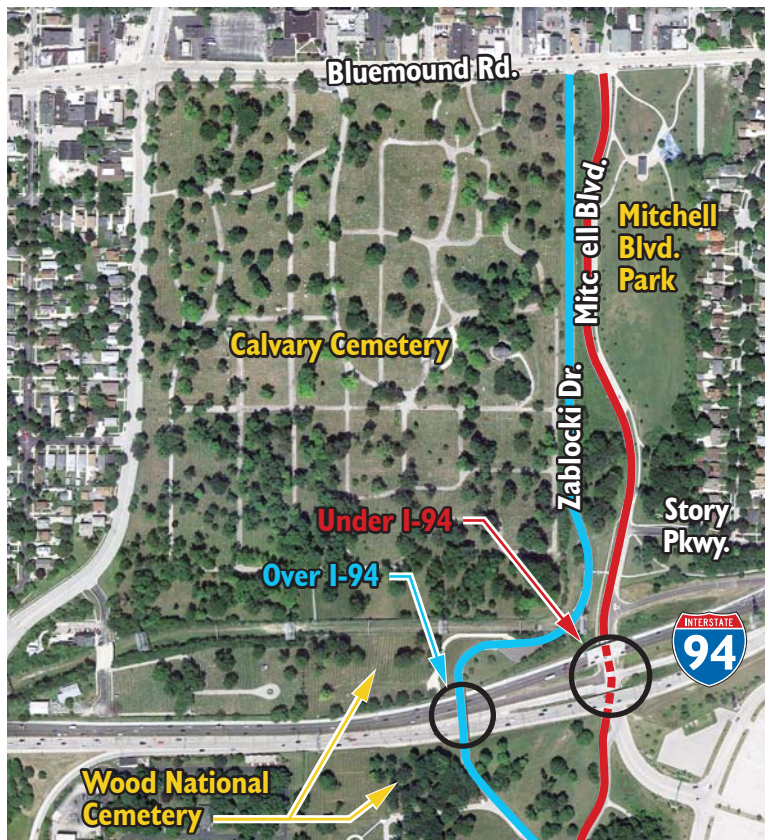
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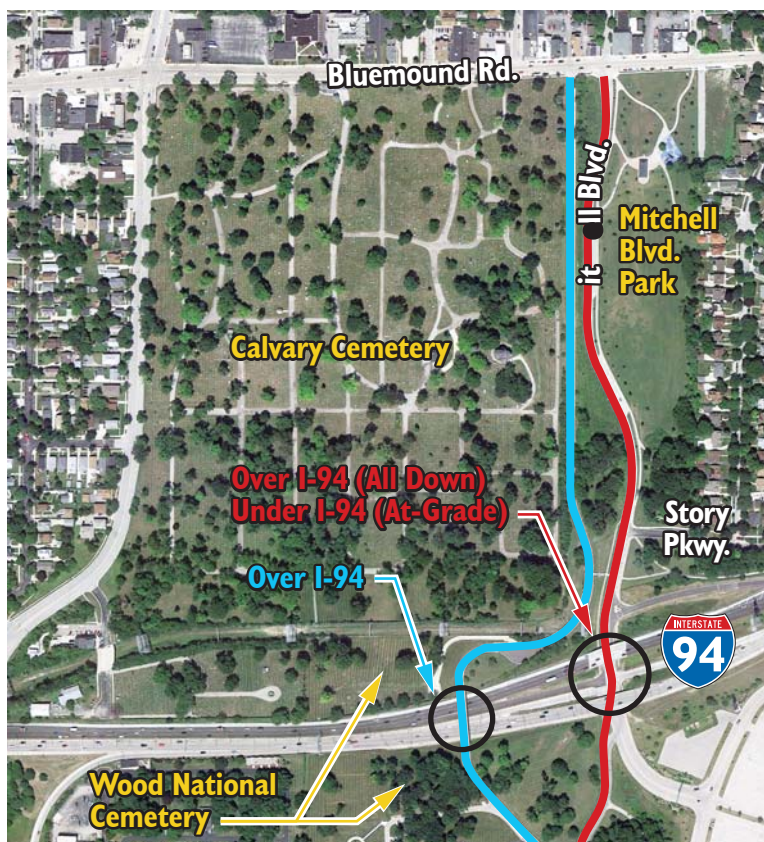
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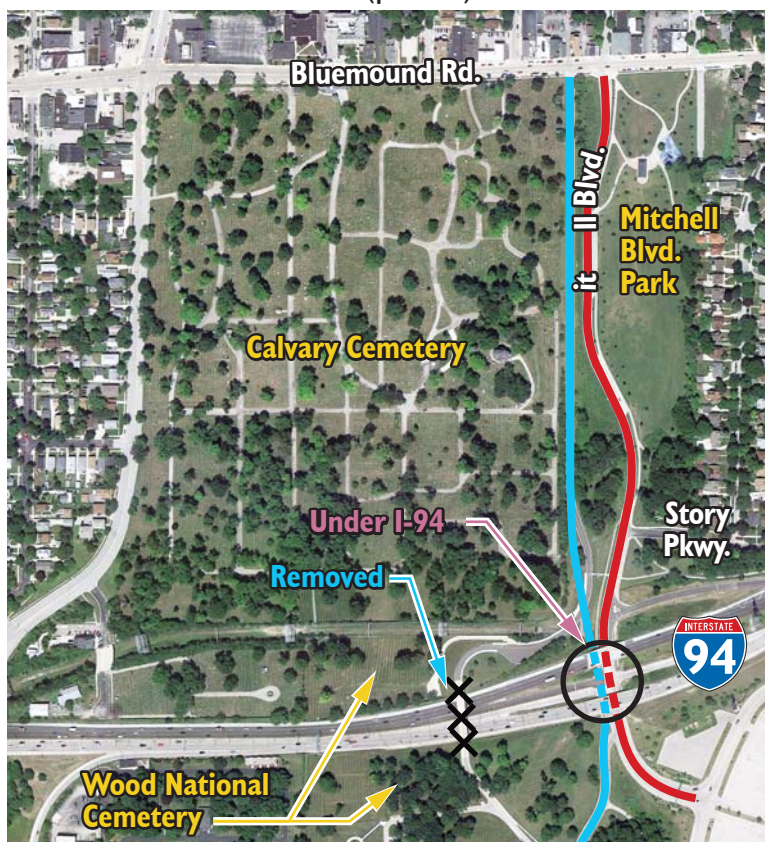
1963



2014 (present)



Zablocki Dr. would cross over I-94 (At-grade alternative and All Down option), and Mitchell Blvd. would cross under I-94 (At-grade alternative) or over I-94 (All Down option).



Zablocki Dr. and Mitchell Blvd. would cross under I-94 (All Up and Partially Down options).

#### LEGEND

- Mitchell Blvd.
- Zablocki Dr.
- xxx Bridge Removed
- - - Mitchell Blvd. underneath I-94
- - - Zablocki Dr. underneath I-94















MILWAUKEE COUNTY  
**PARKS**  
N · A · T · I · O · N · A · L  
GOLD MEDAL WINNER

Calvary  
Cemetery

## Mitchell Boulevard Park

5115 W. Bluemound Rd.  
Milwaukee, WI 53208  
Unit Office: (414) 342-0215

-  Park Land
-  Shrubs & Trees
-  Parking
-  Picnic Shelter
-  Restrooms
-  Exceptional Native-Plant Community
-  Tot Lot
-  Sculpture

0 45 90 180 270 360  
Feet

PARK ACREAGE: 15.6

Parks Information  
(414) 257-PARK (7275)  
countyparks.com

UPDATED MAY 2014



Northwestern Branch, National Home  
for Disabled Volunteer Soldiers Historic  
District

Metz White's  
"Tree of Life"

STORY PKWY.

Story  
Parkway

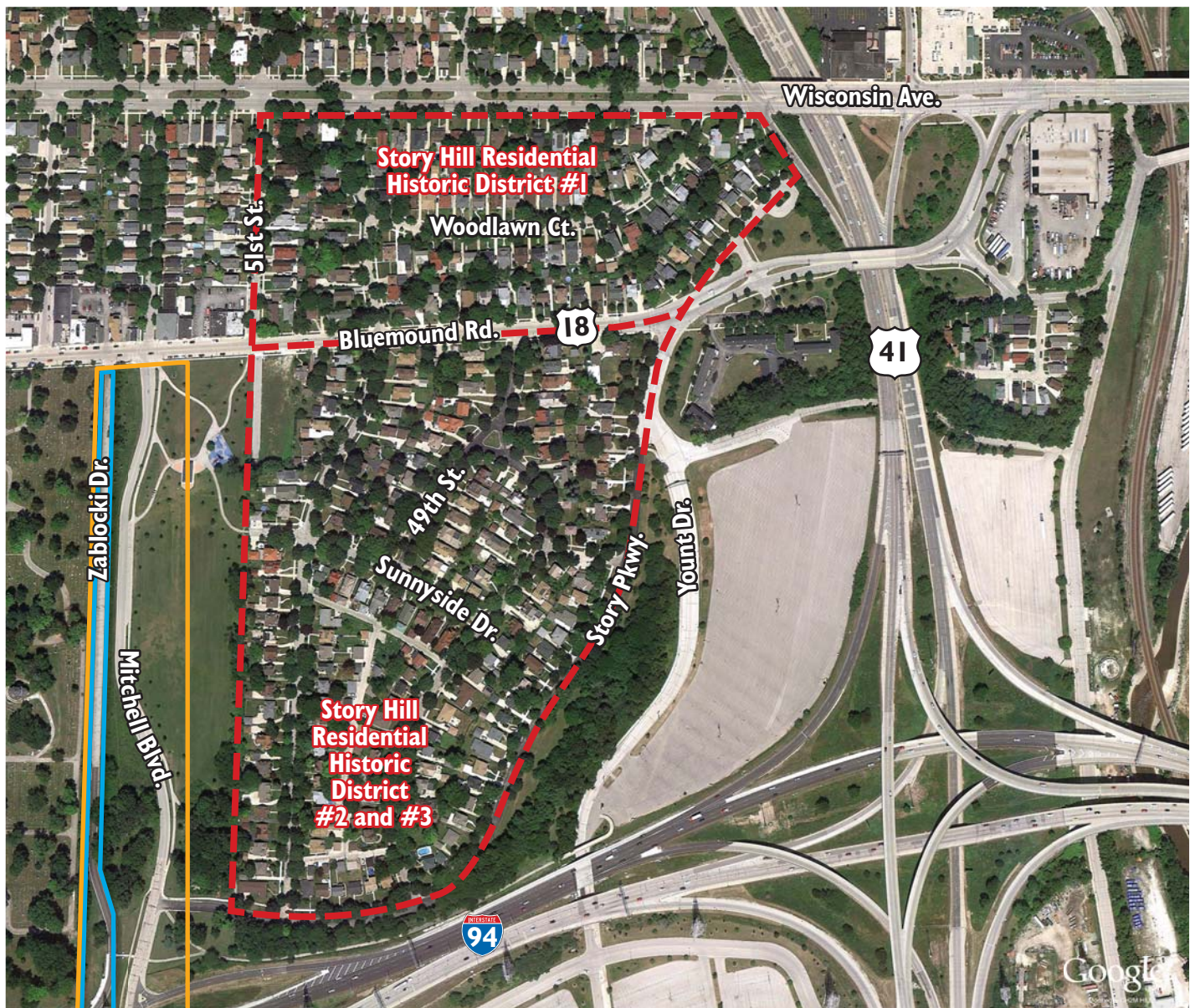


Wisconsin Department  
of Administration  
Owned Parcel

SOURCE: Milwaukee County Parks Department







## LEGEND

- Story Hill Residential Historic District
- Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District
- Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark





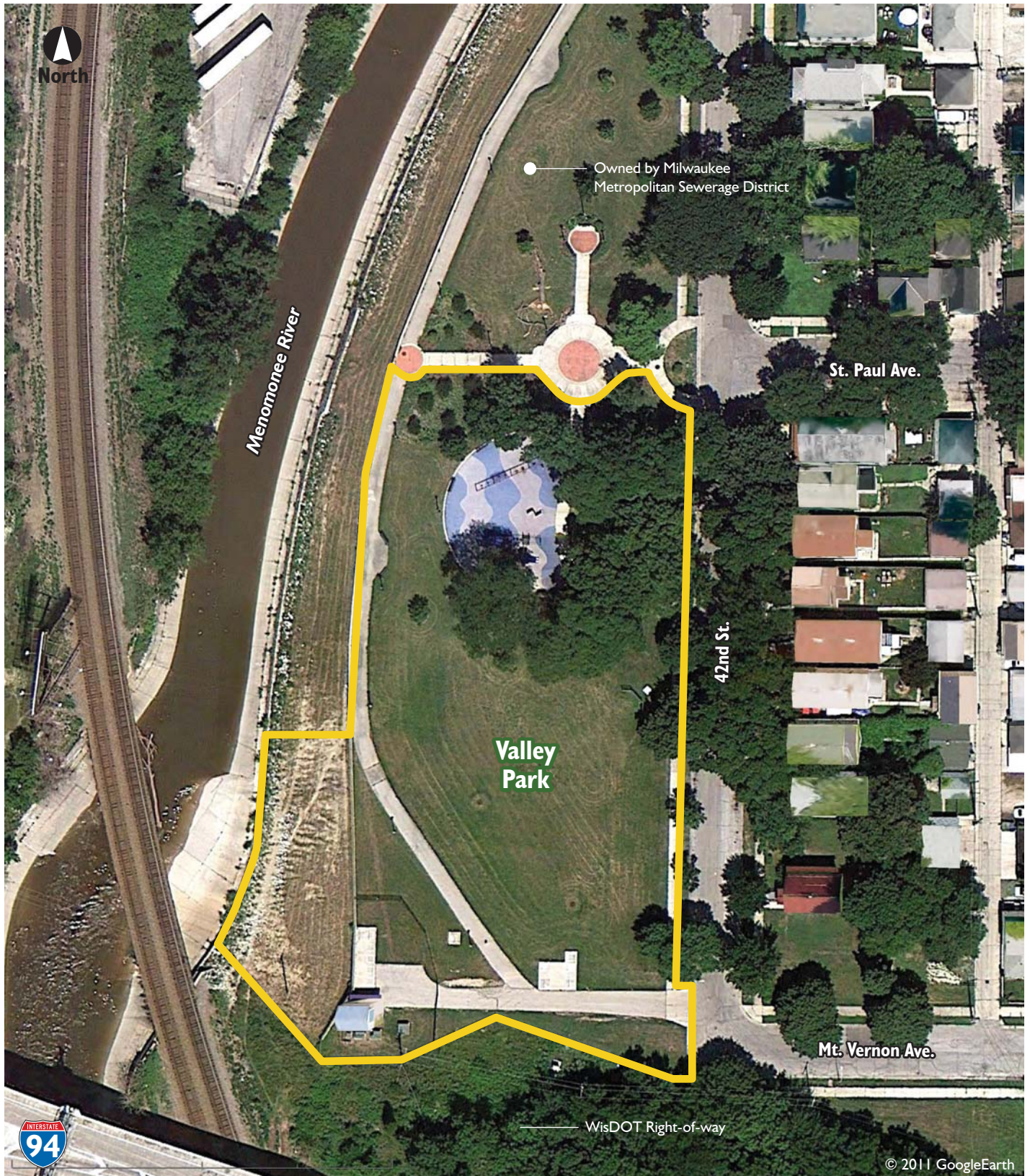


**Exhibit 4-7**  
Bluff Park and Story Parkway



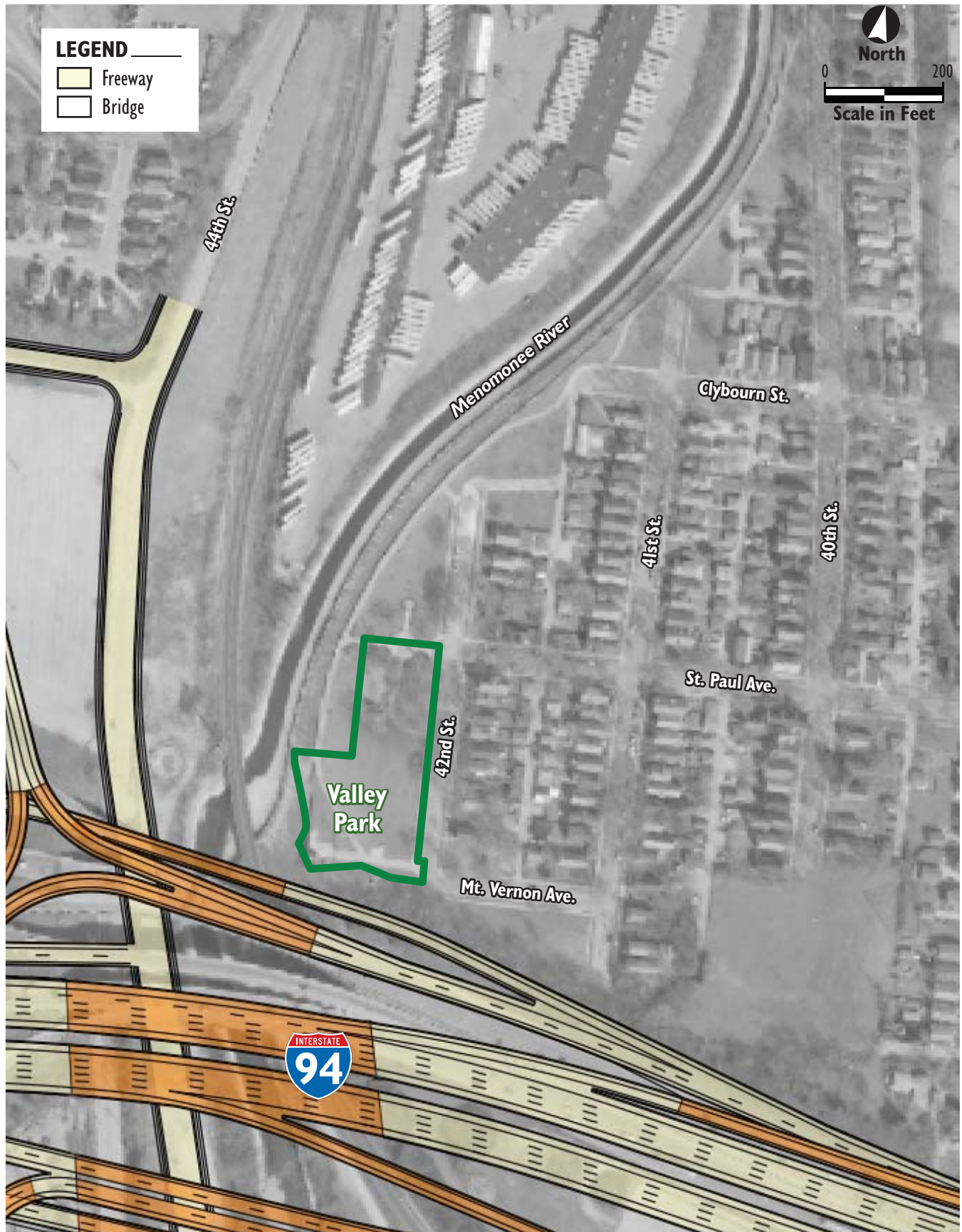






U.S. Department of Transportation  
Federal Highway  
Administration





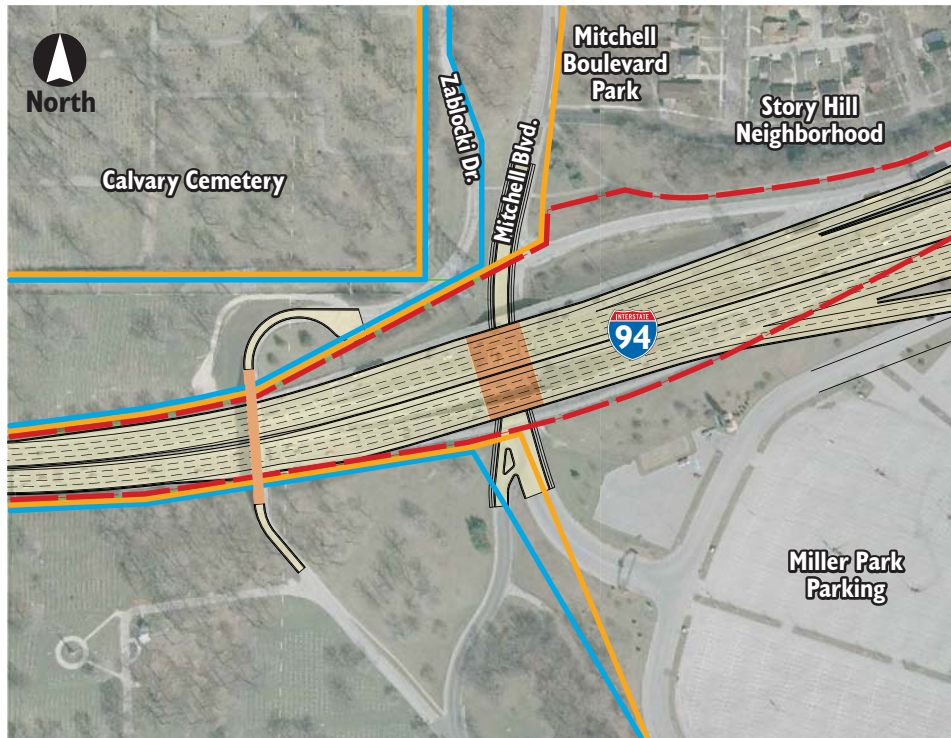
U.S. Department of Transportation  
Federal Highway  
Administration

Modified Single-Point Stadium Interchange Adjacent to Valley Park

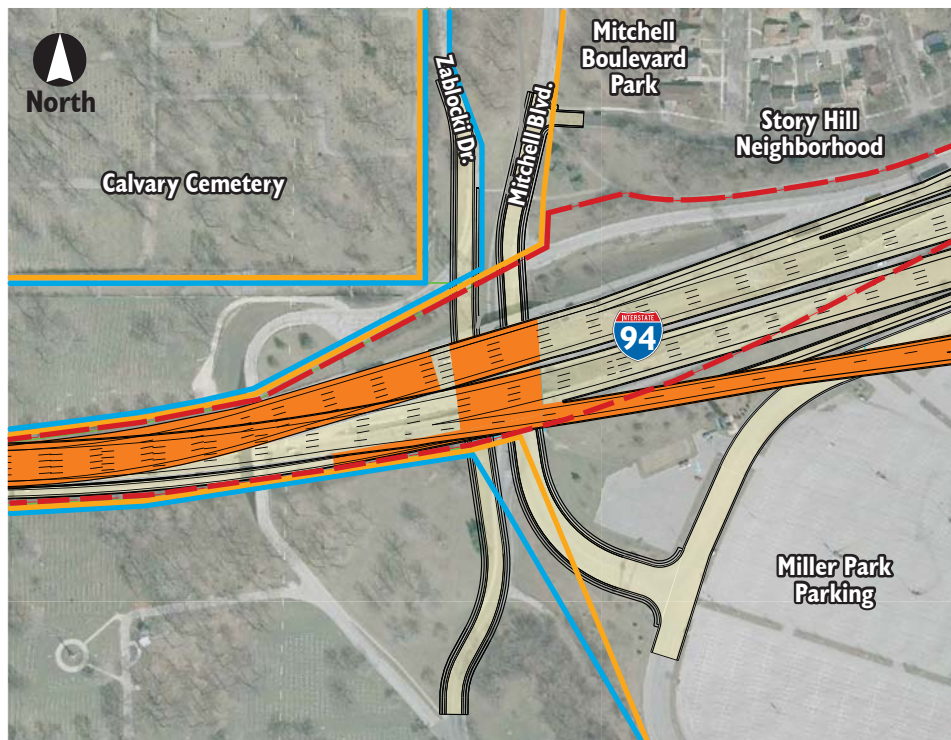
Exhibit 4-10

Draft Environmental Impact Statement

TBG050712201843MKE 4-10\_Single\_Point\_Interchange\_Map\_v12 09.4.14 mjl



The Zablocki Dr. bridge over I-94 would be replaced by a longer bridge in the same location (At-grade alternative).



Zablocki Dr. would be moved east toward Mitchell Blvd. and would cross under I-94 next to Mitchell Blvd. (All Up and Partially Down options).

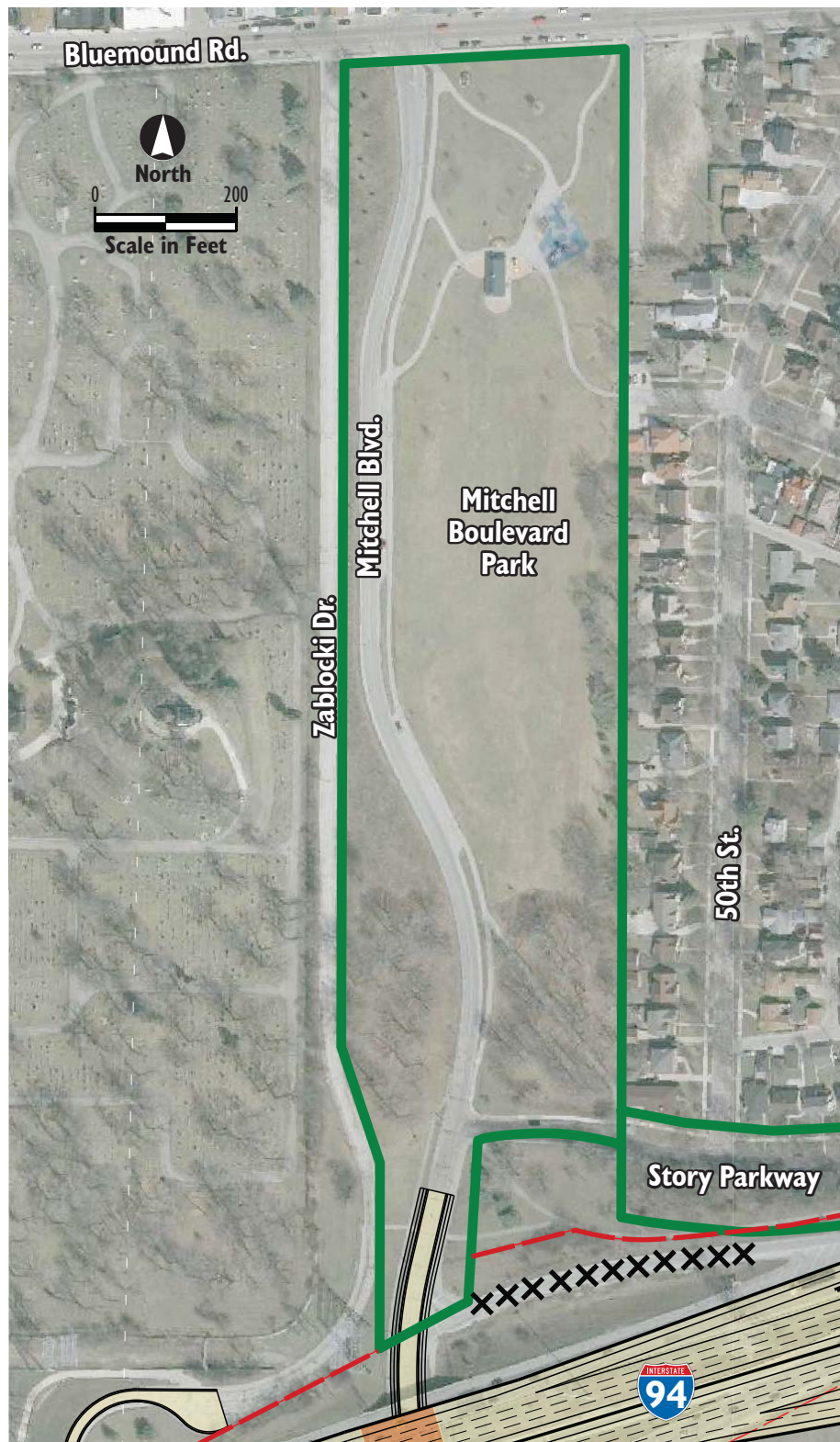
#### LEGEND

- Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District
- - WisDOT Right-of-Way

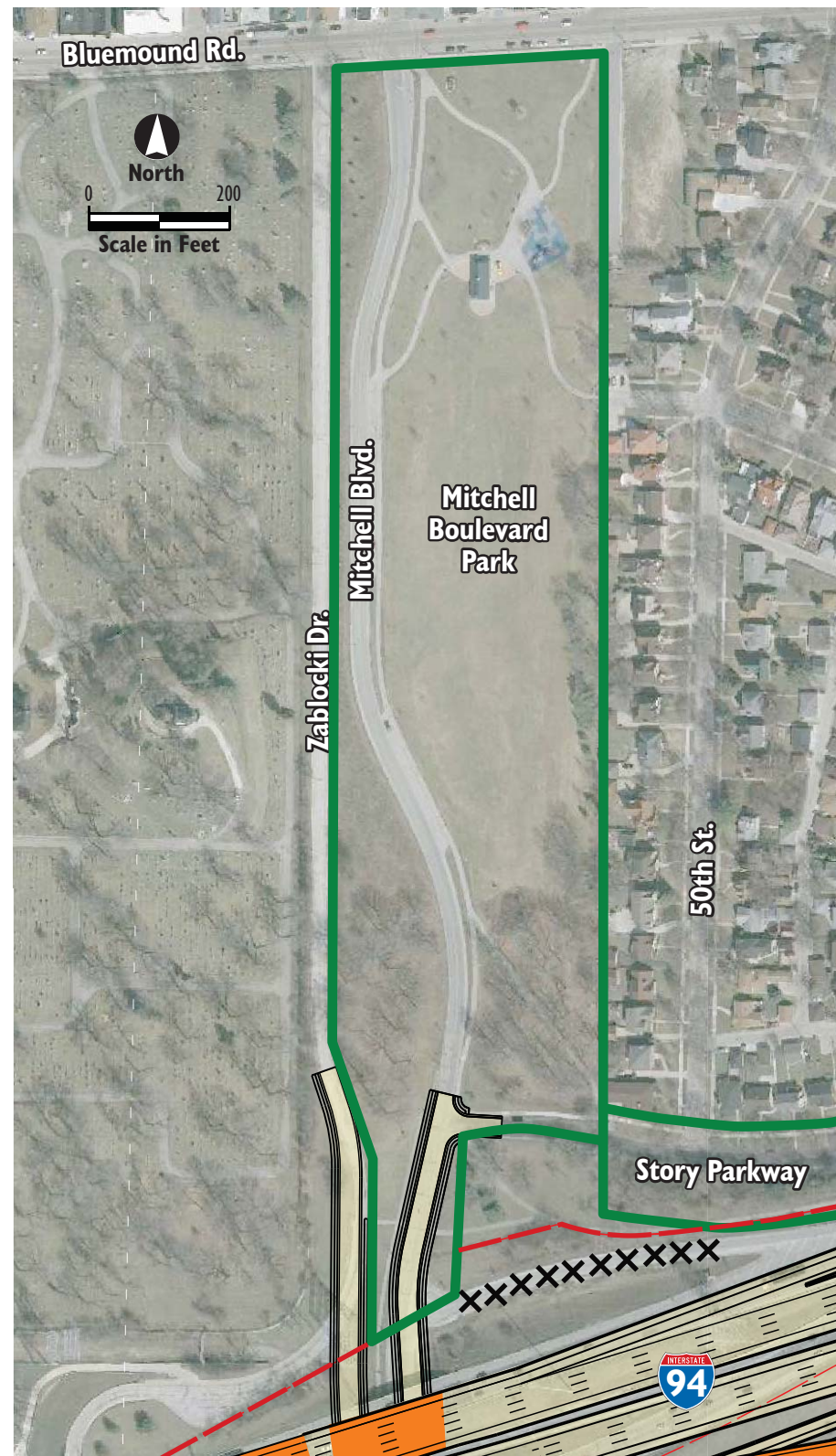
- Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark
- Freeway
- Bridge







**At-grade alternative through cemetery**



**Double Deck alternative with Mitchell Blvd. under I-94**  
(All Up or Partially Down options)



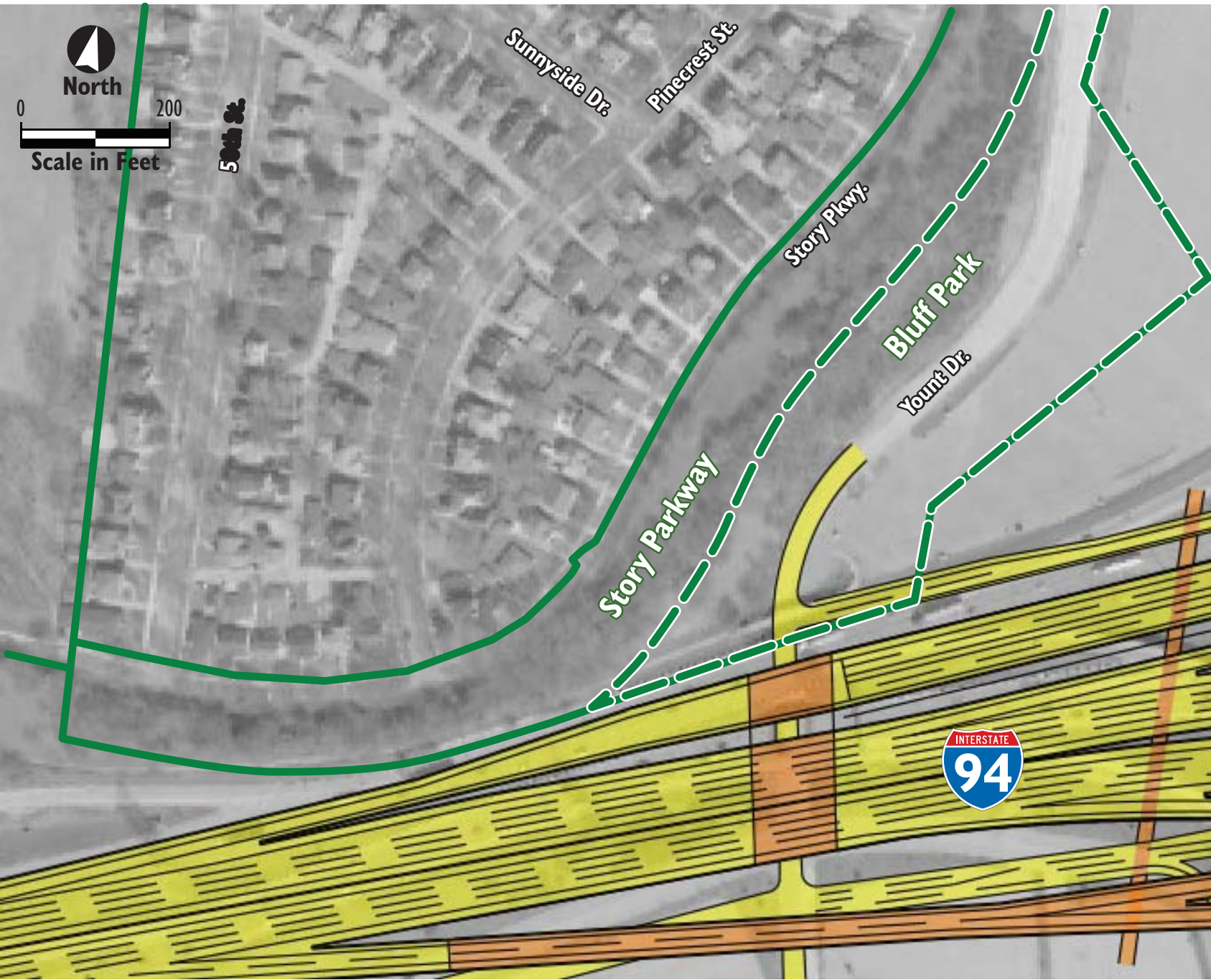
**Double Deck alternative with Mitchell Blvd. over I-94**  
(All Down option)



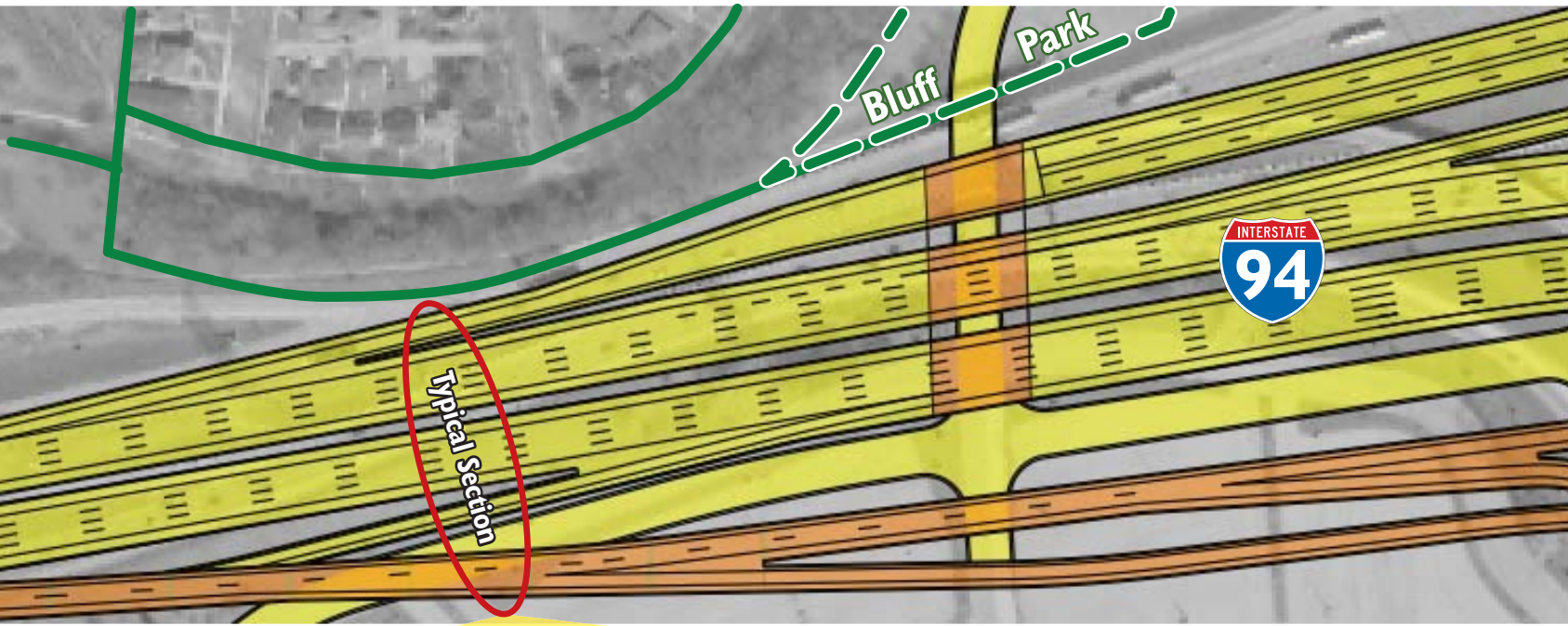
**LEGEND**

- Right-of-Way
- Freeway
- Bridge

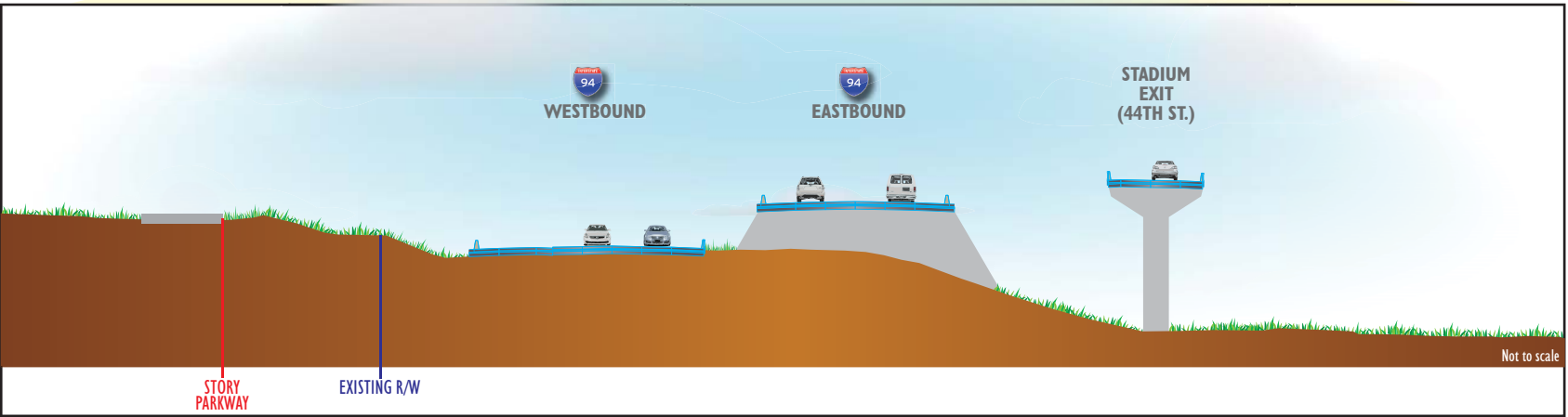




At-grade alternative



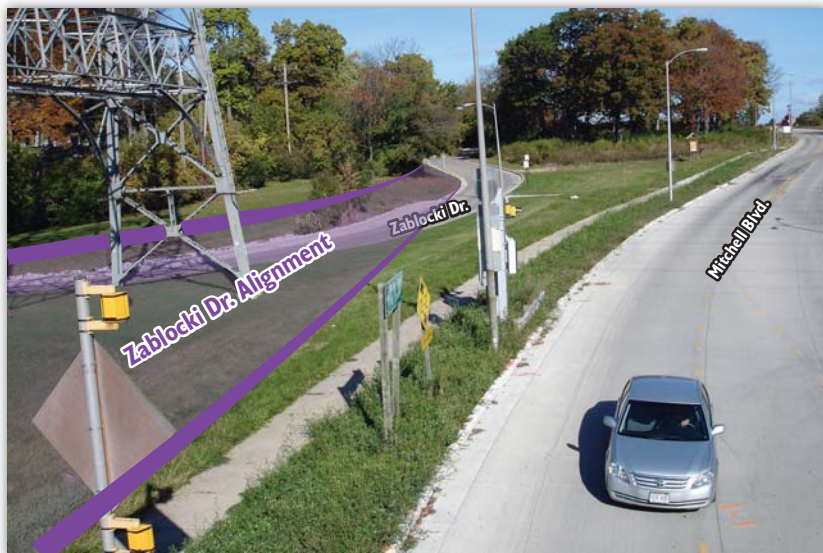
Double Deck alternative



Typical Section of All Up option looking east

- LEGEND**
- Freeway
  - Bridge





Proposed Zablocki Dr. alignment looking north from I-94.

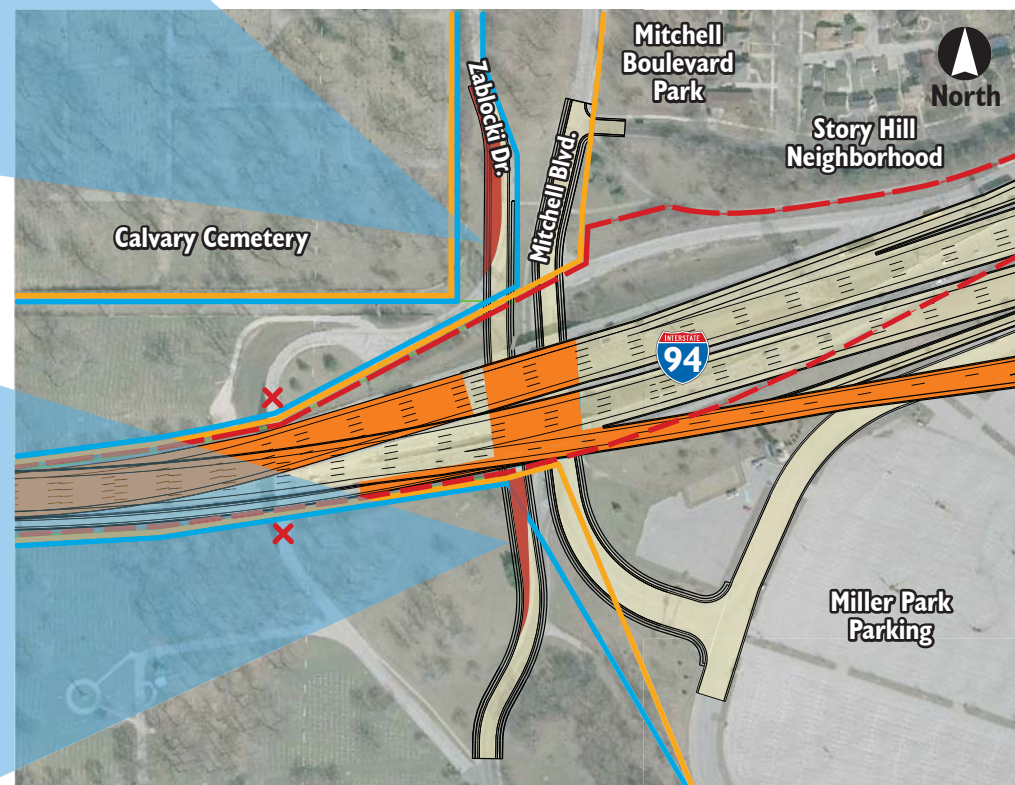


Proposed Zablocki Dr. alignment looking south from I-94.

## LEGEND

- Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District
- Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark
- WisDOT Right-of-Way

- 4(f) Property Being Converted to Transportation Land Use
- ✗
- reeway
- cul-de-sac
- Bridge



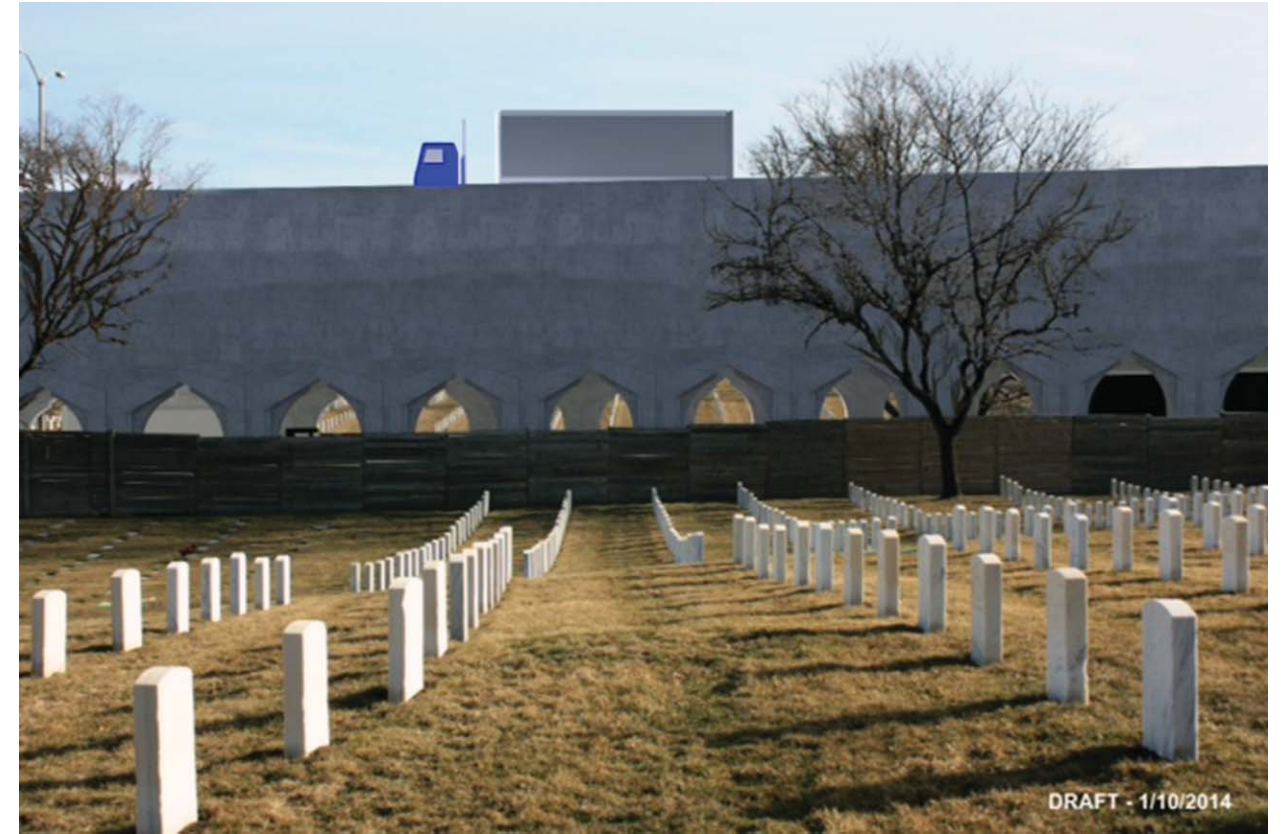
Zablocki Dr. would be on new alignment within the Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District and Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark.







Existing Condition: From Wood National Cemetery (north side of I-94) looking south at I-94 and main part of Wood National Cemetery beyond.



Simulation: Double Deck alternative with the Partially Down option and openings on the lower deck.



Simulation: Double Deck alternative with the All Up option.



Simulation: Double Deck alternative with the All Up option and openings on the lower deck.





Existing Condition: From Wood National Cemetery (south side of I-94) looking north at north parcel of Wood National Cemetery.



Simulation: Double Deck alternative with the Partially Down option and openings on the lower deck.



Simulation: Double Deck with All Up option.



Simulation: Double Deck alternative with the All Up option and openings on the lower deck.





Existing Condition: From Story Parkway and Pinecrest Street looking south at I-94 sign and Miller Park parking areas.

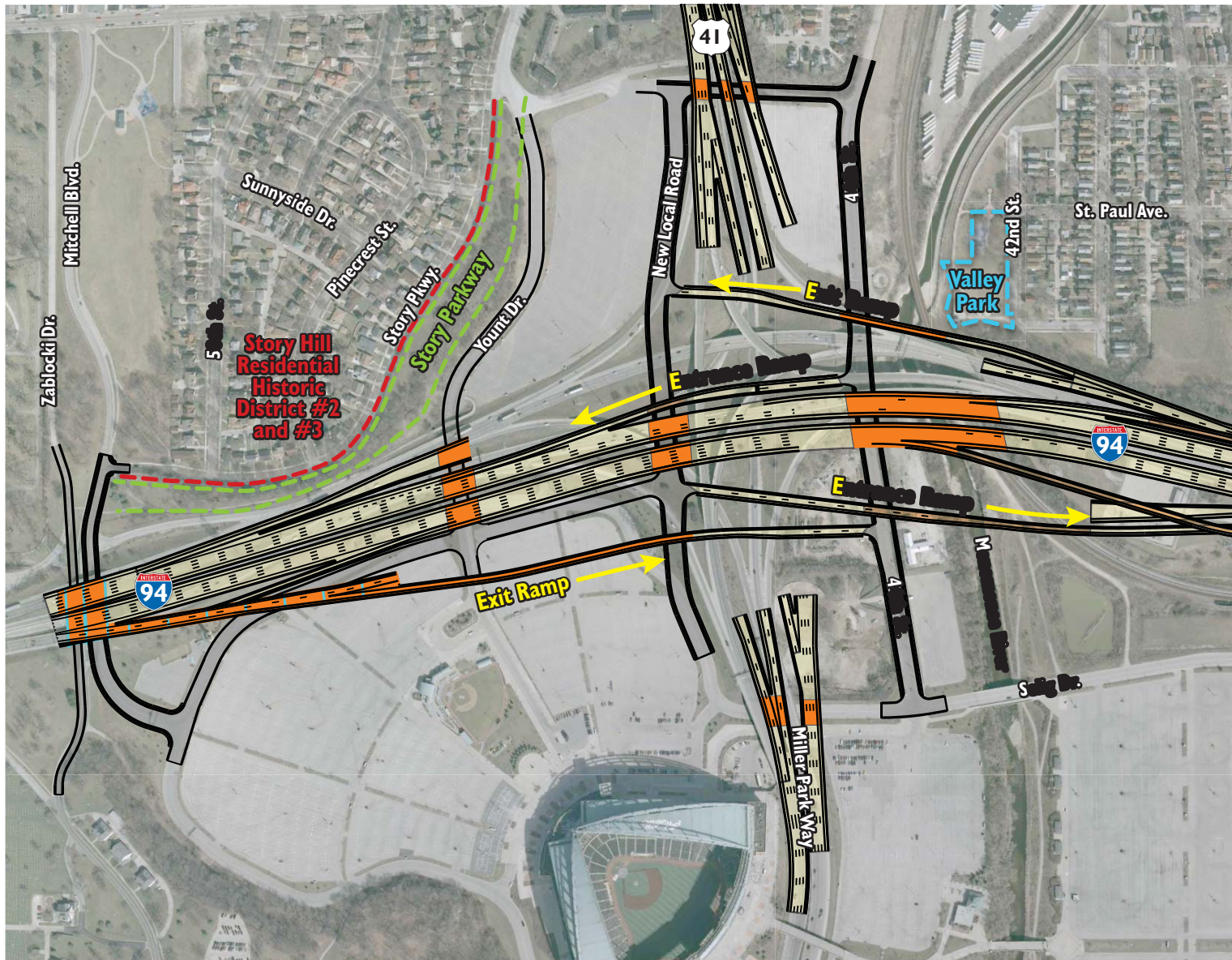


Simulation: Double Deck alternative with All Up option.



## Exhibit 4-17 Visualization of Double Deck Alternative from Story Parkway





#### LEGEND

reeway

Bridge



**NOTE:**  
US 41 and system interchange ramps have been removed from exhibit for clarity.





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## Community Involvement and Agency Coordination

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Section 5 discusses community involvement, agency coordination, and coordination with Native American tribes that occurred during development of purpose and need and development and evaluation of alternatives for the I-94 East-West Corridor study. Wisconsin Department of Transportation (WisDOT) offered numerous opportunities for citizens, Native American tribes, local governments, and state and federal review agencies to be involved in the Draft Environmental Impact Statement (EIS) process. In addition, study team members attended numerous meetings initiated by local officials and citizens. The public involvement process was open to all residents and population groups in the study area and did not exclude any persons due to income, race, national origin, sex, age, religion, or handicap.

### 5.1 Community Involvement

WisDOT's public involvement plan for the I-94 East-West Corridor study is designed to seek input from a broad range of stakeholders. It is intended to help make certain that the alternative selected at the conclusion of the EIS process reflects, to the extent practicable, the views of those who use I-94 and its interchanges, adjacent neighborhoods and businesses, local officials, and other interest groups. The public was able to submit input on the project through a variety of avenues including the project website, at public involvement meetings, at the Wisconsin State Fair, during meetings with neighborhood groups and other local stakeholder meetings, and through the project survey's on the project website.

Federal Highway Administration's (FHWA's) environmental review process (23 United States Code [USC] 139) also makes certain that environmental information is available to local officials and citizens before decisions are made and before actions are taken. FHWA and WisDOT prepared a Coordination Plan for Agency and Public Involvement for the I-94 East-West Corridor study (FHWA/WisDOT 2014). Since the release of the initial plan, it has been revised four times, most recently in October 2014. The Coordination Plan identifies steps in the environmental review process, concurrence points and project milestones, and establishes opportunities and a schedule for input and review of the EIS by the public and agencies.

A companion document in the environmental review process is the Impact Analysis Methodology (FHWA and WisDOT 2012e) that documents FHWA's structured approach to analyzing impacts of the proposed transportation project and its alternatives. Public and agency input on the Impact Analysis Methodology is intended to promote an efficient and streamlined process and early resolution of concerns or issues.

The Coordination Plan and Impact Analysis Methodology were available at the public involvement meetings and on the project website. Interested agencies and members of the public provided feedback on the documents.

Key community involvement activities for the I-94 East-West Corridor study are summarized in the following subsections.

#### 5.1.1 Community Advisory Committee

A Community Advisory Committee (CAC) was established to assist the study team in identifying and understanding project purpose and need issues, developing and evaluating alternatives, evaluating impacts, and sharing project information with other community interests. The CAC includes representatives from neighborhood groups and associations, schools/colleges, local officials, chambers of commerce, civic associations, business interests, cemetery associations, Veterans Affairs (VA), Miller Park Stadium District, and Girl Scouts of America.

The following CAC meetings were held during preparation of the Draft EIS:

**August 16, 2012**—Review project purpose and need aspects and study process.

**December 4, 2012**—Conclude purpose and need review, and discuss initial range of design options.

**March 20, 2013**—Provide update on project design options/refinements and continuing technical analyses (design, traffic, and safety).

**May 15, 2013**—Provide update on design options/refinements, impact evaluation, and solicit input on initial screening of the alternatives.

**July 29, 2013**—Conduct briefing on material to be presented at the July 30 and 31, 2013, Public Involvement Meeting.

**June 5, 2014**—Conduct briefing on material to be presented at the June 16 and 17, 2014, Public Involvement Meetings.

**September 29 to 30, 2014**—Open house to view the scale models of the alternatives.

## 5.1.2 Public Involvement Meetings

Five public involvement meetings were held during identification and evaluation of project purpose and need factors, development and refinement of the alternatives, and evaluation of impacts.

All the public involvement meetings were announced through newsletters sent to local officials, elected officials, neighborhood associations, business interests, adjacent property owners, state and federal agencies, Native American Tribes, and other interests and stakeholders. Newsletters also were dropped off at libraries, city halls, and courthouses in the study area. The meetings were advertised in local newspapers (*Milwaukee Journal Sentinel*, *Waukesha Freeman*, *Community NOW*, *Community Journal*, *Milwaukee Courier*, *Milwaukee Times*, *Spanish Journal*, and the Spanish language *El Conquistador*) and through local radio and television announcements. Meeting notices and other information were posted in English and Spanish on the project website.

For public convenience, all meetings were held at two locations in the project corridor. The meetings were conducted in an open-house format that allowed interested persons to attend at a convenient time to review displays, ask questions, and provide comments. Handouts providing project and schedule information, contact information, and soliciting input on various project aspects (purpose and need, alternatives, environmental aspects, and impacts) were available at the meetings along with the project's Coordination Plan for Agency and Public Involvement and Impact Analysis Methodology. Comment forms were provided for written comments to be submitted during or after the meetings. Comments could also be submitted through the project website.

General information/brochures on state and federal relocation assistance and benefits were available at the meetings, and WisDOT Real Estate staff was present to answer questions. A brochure explaining the FHWA/WisDOT process for assessing noise impacts and considering noise abatement was also available.

### 5.1.2.1 First Public Involvement Meeting (August 21 and August 23, 2012)

The first public involvement meetings were held on August 21, 2012, at the Tommy Thompson Youth Center at State Fair Park and on August 23, 2012, at Burbank Elementary School in Milwaukee. Both sessions were held from 4:00 PM to 8:00 PM, and the total attendance was about 250.

The purpose of the meeting was to introduce the I-94 East-West Corridor study to the public, to present preliminary purpose and need information, to obtain public input on concerns with the existing freeway, and to obtain ideas for possible solutions. Information on environmental constraints and considerations was also presented (business and community resources, historic properties, cemeteries, public use lands, water/wetland resources, and noise).

The first public involvement meeting also included a survey to obtain input on the use of I-94 in the study area, travel times, trip purpose, mode of travel, and views about safety and congestion. This survey was also available on the project website.

Support for improvements included addressing safety and traffic flow concerns, modernizing the freeway, adding travel lanes, and incorporating transit. Concerns included access changes, property acquisition, adding travel lanes, impacting the cemeteries, creating more noise in adjacent neighborhoods, and adding more traffic to the local street network.

#### 5.1.2.2 Second Public Involvement Meeting (December 5 and December 6, 2012)

The second public involvement meetings were held on December 5, 2012, at the Tommy Thompson Youth Center at State Fair Park and on December 6, 2012, at Marquette University High School. Both sessions were held from 4:00 PM to 7:00 PM, and the total attendance was about 280.

The purpose of the meeting was to share updated and new information on project purpose and need and feedback from the first public involvement meeting; to present the initial range of design concepts, ranging from replace-in-kind to full modernization; and to present the results of traffic studies on the initial range of alternatives.

The meeting also included a survey to obtain input on capacity/congestion in the project corridor, possible ways to address congestion and safety concerns, possible use of a double-deck freeway (above or below ground) to minimize impacts through the cemetery area west of Miller Park, changing locations or eliminating some of the existing interchange ramps, and converting existing left-hand ramps to right-hand ramps. This survey was also available on the project website. A summary of the survey responses is located in Section 5.1.5.

Over 100 people having a connection to Marquette University High School submitted comments requesting that the 35<sup>th</sup> Street interchange with I-94 remain open. Property owners and representatives from community organizations expressed concern about property acquisition and impacts to the community if access is changed or views of adjacent properties are altered. There was not a clear preference for particular design options. Input on whether travel lanes should or should not be added was evenly mixed.

Following the second public involvement meeting, on January 14, 2013, the City of West Allis sent a letter to WisDOT expressing concern about the level of service of four existing freeway ramps and possible implications such level of service could have on environmental justice populations, as well as future development and job creation (Appendix D, Letter D-69). WisDOT responded to the City's concerns on February 28, 2013 (Appendix D, Letter D-70).

#### 5.1.2.3 Third Public Involvement Meeting (May 21 and May 22, 2013)

The third public involvement meetings were held on May 21, 2013 at the Tommy Thompson Youth Center at State Fair Park and on May 22, 2013, at Marquette University High School. Both sessions were held from 4:00 PM to 7:00 PM, and the total attendance was about 360.

The purpose of the meeting was to present and obtain input on the latest range of refined alternatives in terms of how they address traffic and safety factors, and the extent to which they address previous public input. Refinements since the December public meeting were made to the freeway lanes and interchange layouts, interchange ramps, and ramp connections to local streets. Updated information was also provided on potential impacts, real-estate needs, costs, and traffic projections.

The third meeting also included specific information on known historic resources in the project corridor and the historic preservation/consultation process under Section 106 of the National Historic Preservation Act. The public was encouraged to share concerns about the I-94 alternatives being considered, their potential effects on the known resources in the following bulleted list, or possible additional historic resources in the study area:

- Calvary Cemetery
- Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark (NHL)
- Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District
- Soldiers' Home Reef NHL

- Story Hill Residential Historic District 1
- Story Hill Residential Historic District 2 and 3

Property owners and representatives from community organizations expressed concerns about accessing I-94, impacts associated with double deck alternatives, and adding additional lanes, such as property acquisition, noise, and changing views from properties adjacent to I-94.

Following the third public involvement meeting, on May 21, 2013, the City of Milwaukee Department of Public Works sent a letter to WisDOT recommending that WisDOT not proceed with the I-94 East-West Corridor study until litigation on the Zoo Interchange EIS is resolved (Appendix D, Letter D-60).

On May 24, 2013, the City of West Allis mayor filled out a comment form indicating concern that ramp level of service will negatively impact access to jobs and businesses in West Allis (see Appendix D, Letter D-71).

On June 4, 2013, the Story Hill Neighborhood Association sent a letter to WisDOT expressing its position on the most recent alternatives. The Story Hill Neighborhood Association opposes freeway lane expansion and any double decking of lanes where the top level/deck is elevated. The group thinks the tunnel option should be reconsidered. It was also recommended that the Stadium Interchange be moved farther south, with a reduced footprint. The Story Hill Neighborhood Association generally supports making safety improvements as necessary, but recommends that the freeway be rebuilt in the existing footprint, keeping all entrance and exit ramps as they are, with the exception of possibly eliminating the Mitchell Boulevard interchange.

On June 6, 2013, the City of West Allis sent a letter and resolution to Governor Walker opposing construction of alternatives that do not include access to both 70<sup>th</sup> Street and Hawley Road/60<sup>th</sup> Street (Appendix D, Letters D-72, D-73, and D-74). The resolution was adopted by the West Allis Common Council on June 4, 2013. WisDOT responded on June 18, 2013, indicating that the City's resolution has been added to the project records and will be considered as the study proceeds (Appendix D, Letter D-75).

On June 8, 2013, the West Allis/West Milwaukee Chamber of Commerce sent an e-mail to WisDOT passing along letters and petitions from member organizations opposing elimination of the interchange ramps at either 70th Street or Hawley Road/60th Street, or both. Unit Forgings and Milwaukee Area Technical College (MATC) provided individual letters. SCS Management provided a 10-signature petition, BMO Harris Bank provided a 61-signature petition, and the Mis Suenos Mexican & American Restaurant provided an 83-signature petition stating *"We, the undersigned, stand in opposition to any alternative that would eliminate I-94 ramps at 70th Street and/or Hawley Road. The ramps provide necessary access to a number of manufacturing, office, and retail businesses/jobs and are critical to the economic success of our community."*

#### 5.1.2.4 Fourth Public Involvement Meeting (July 30 and July 31, 2013)

The fourth public involvement meetings were held on July 30, 2013, at Marquette University High School and on July 31, 2013, at the Pettit National Ice Center. Both sessions were held from 4:00 PM to 7:00 PM, and the total attendance was about 200.

The purpose of the meeting was to present and obtain input on the latest range of refined alternatives in terms of how they address traffic and safety factors, and the extent to which they address previous public input. Single alternatives remained for the west segment (C-D roads), Stadium Interchange segment (single point interchange with free flow ramps from I-94), and east segment (braided ramps), while an At-grade and a Double Deck alternative remained under consideration in the cemetery segment. Additionally, visual renderings showing what the freeway would look like after construction were presented. Updated information was provided on potential impacts, real-estate needs, costs, and traffic projections.

The fourth meeting included specific information on known historic resources in the project corridor and the historic preservation/consultation process under Section 106 of the National Historic Preservation Act. The public was encouraged to share concerns about the I-94 alternatives being considered and their potential effects on historic resources.

As at the third public involvement meeting, property owners and representatives from community organizations expressed concerns about accessing I-94, impacts associated with double deck alternatives, and adding additional lanes, such as property acquisition, noise, and changing views from properties adjacent to I-94.

#### 5.1.2.5 Fifth Public Involvement Meeting (June 16 and June 17, 2014)

The fifth public involvement meetings were held on June 16, 2014, at the Pettit National Ice Center and on June 17, 2014 at Marquette University High School. The June 16 meeting was held from 3:00 PM to 7:00 PM and the June 17 meeting from 5:00 PM to 8:00 PM. The total attendance at these meetings was about 300 people.

The purpose of the fifth meeting was to provide an update on the alternatives being evaluated for the corridor and obtain input from the public on these alternatives. After the fourth public involvement meeting, WisDOT consolidated the four project segments in to a west and an east segment. All the alternatives presented at the previous public involvement meeting remained under consideration and an On-alignment alternative in the east segment was added to the range of alternatives still under consideration. The half interchange at Hawley Road option for the At-grade alternative was displayed to the public for the first time.

Visual renderings showing what the freeway would look like after construction were presented along with a “fly-through” video. The most common comments from meeting attendees focused on access to I-94, specifically at Hawley Road. Support between the At-grade alternative and Double Deck alternative remained split amongst the public.

An organized protest was held outside the meeting room at the June 17<sup>th</sup> meeting. The group was opposed to capacity expansion and advocated more investment in transit.

#### 5.1.3 State Fair Outreach

The I-94 East-West Corridor project team staffed a project information booth at the 2013 and 2014 Wisconsin State Fair. The booth included project-related exhibits and provided the public an opportunity to interact with the project team to address any questions or comments. During the 2014 Wisconsin State Fair, the three dimensional scale models of the At-grade and Double Deck alternatives were displayed for public viewing.

Comments verbally and in writing at the State Fair information booth were primarily from individuals who drive the corridor but do not live adjacent to the freeway. The comments received were overwhelmingly in favor of the Double Deck alternative, primarily due to the greater capacity and safety. The commenters at State Fair that supported the At-grade alternative typically mentioned cost considerations.

#### 5.1.4 Project Website

The project website is at [www.dot.wisconsin.gov/projects/seregion/94stadiumint.htm](http://www.dot.wisconsin.gov/projects/seregion/94stadiumint.htm). The I-94 East-West Corridor study is listed under “Plans and studies (no construction activity).” The website includes information on purpose and need, alternatives, maps, schedule, contact information, and materials provided at the public involvement meetings. The public involvement meeting announcements and handouts are also posted in English and Spanish.

An overview of the study is also available on YouTube at <http://www.youtube.com/watch?v=qLB-d09nMHQ>.

#### 5.1.5 Project Surveys

As noted in Section 5.1.2, WisDOT conducted two surveys, one during the first public involvement meeting and one during the second public involvement meeting, to learn about travel habits on I-94 in the study area and thoughts on congestion and ways to address it. The surveys were available at both the first and second public involvement meetings and on the project website, in both English and Spanish.

The survey available during the first public involvement meeting focused on the use of I-94 in the study area, travel times, trip purpose, mode of travel, and views about safety and congestion. The survey found that the corridor was used for a variety of trip types (work and personal) and those who responded to the survey generally used I-94 daily or several times a week. Respondents found the corridor to be congested and generally unsafe.

The survey available during the second public involvement meeting obtained input on capacity/congestion in the project corridor, possible ways to address congestion and safety concerns, possible use of a double-deck freeway (above or below ground) to minimize impacts through the cemetery area west of Miller Park, changing locations or eliminating some of the existing interchange ramps, and converting left-hand ramps to right-hand ramps.

There were 160 respondents to the second survey. Approximately half of the respondents to the second survey came from areas immediately adjacent to the project corridor. The survey yielded the following results:

- 71 percent of the respondents would like a reduction in congestion as a part of the project. Respondents who live along the corridor were less likely to want to reduce congestion. Respondents along the corridor that supported a reduction in congestion were more likely to respond that their support would depend on the option/solution.
- Of the ways to reduce congestion, changing left-hand ramps to right-hand ramps and consolidating how and where ramps enter and exit I-94 were the highest rated. Reducing the number of exits and entrances was the least popular. The option of adding a fourth lane was most popular with respondents not adjacent to the corridor.
- 65 percent of respondents would not support the double deck option. Respondents adjacent to the project corridor were least likely to support a Double Deck alternative.
- 33 percent of the respondents thought existing access points to/from I-94 should be maintained, no matter what the impact.
- 88 percent of respondents support changing left-hand ramps to right-hand ramps. Respondents along the corridor were much more likely to support this option only if it did not impact property.
- On average, respondents believed there should be a fifty-fifty balance between maintaining traffic levels on the freeway and local streets and pushing more traffic to local streets by consolidating intersections.

### 5.1.6 Other Public Outreach Activities

In addition to the public involvement meetings, the study team participated in several neighborhood meetings, and other meetings, to inform interested parties about the I-94 East-West Corridor study, including project purpose and need, development, refinement, evaluation of alternatives, and impact evaluation. Key outreach activities included the following:

**March 27, 2012**—Meeting with Alderman and Story Hill Neighborhood Association representative in preparation for April 2, 2012, neighborhood association meeting.

**April 2, 2012**—Meeting with Story Hill Neighborhood Association; briefing on overall study and schedule.

**May 10, 2012**—Meeting with Wauwatosa Chamber of Commerce; briefing on overall study and schedule.

**May 29, 2012**—Meeting with representatives of Beth Hamedrosh Hagodel Cemetery and Spring Hill Cemetery; briefing on overall study and schedule.

**June 26, 2012**—Meeting with Miller Park and Milwaukee Brewers; briefing on overall study and schedule.

**June 27, 2012**—Meeting with representatives of Anshai Lebowitz Cemetery; briefing on overall study and schedule.



**September 24, 2012**—Meeting with representatives of Beth Hamedrosh Hagodel Cemetery; discussion of proposed I-94 improvements and tour of the cemetery.

**September 27, 2012**—Meeting with Menomonee Valley Business Association; briefing on overall study and schedule.

**October 19, 2012**—Meeting with MillerCoors; briefing on overall study and schedule.

**October 23, 2012**—Meeting with Brewers, Stadium District, and ImPark representatives; discussed parking volumes, traffic circulation, and other elements related to Miller Park access during game events.

**October 25, 2012**—Meeting with Wauwatosa Chamber of Commerce; briefing on overall study and schedule.

**October 25, 2012**—Meeting with Marquette University High School; briefing on overall study and schedule.

**October 29, 2012**—Meeting with MATC; briefing on overall study and schedule.

**November 5, 2012**—Meeting with Bluemound Heights Neighborhood Group; briefing on overall study and schedule.

**November 29, 2012**—Meeting with Bluemound Road Business Association; briefing on overall study and schedule and discussion of access from freeway to Bluemound Road.

**December 17, 2012**—Meeting with Layton Boulevards West Neighborhood Association; briefing on overall study and schedule and discussion of interchange access issues.

**December 19, 2012**—Meeting with Menomonee Valley Partners and Menomonee Valley Business Association; briefing on overall study, design options, and schedule.

**January 4, 2013**—Meeting with Central Bark Doggy Daycare; briefing on overall study, design options, and schedule.

**January 8, 2013**—Meeting with Hunger Task Force; briefing on overall study, design options, and schedule.

**January 23, 2013**—Meeting with Badger Truck; briefing on overall study, design options, and schedule.

**January 24, 2013**—Meeting with Menomonee Valley Business Association; briefing on study, design options, and refinements.

**January 29, 2013**—Meeting with Milwaukee Brewers; briefing on study, design options, and refinements.

**February 6, 2013**—Meeting with Menomonee Valley Partners; briefing on indirect and cumulative effects analysis process and methodology.

**February 7, 2013**—Meeting with Layton Boulevards West Neighborhood Association; briefing on indirect and cumulative effects analysis process and methodology.

**February 14, 2013**—Meeting with Potawatomi Hotel and Casino; briefing on study, design options, and refinements.

**February 25, 2013**—Meeting with Story Hill Neighborhood Association; briefing on study progress.

**February 25, 2013**—Meeting with African American Chamber of Commerce; briefing on indirect and cumulative effects analysis process and methodology.

**March 4, 2013**—Meeting with Milwaukee Brewers; briefing on study, design options, and refinements.

**March 13, 2013**—Mini public involvement meeting with Layton Boulevard West Neighborhoods Association; briefing on design options presented at the second public involvement meeting.

**March 14, 2013**—Meeting with Hispanic Chamber of Commerce; briefing on indirect and cumulative effects analysis process and methodology.

**March 25, 2013**—Meeting with Merrill Park Neighborhood Association; briefing on study, design options, and refinements.

**March 27, 2013**—Meeting with Joy Global trucking; briefing on study, design options, and access.

**April 1, 2013**—Meeting with Milwaukee Brewers; briefing on study, design options, and refinements.

**April 18, 2013**—Meeting with Wauwatosa Chamber of Commerce; briefing on study, design options, and refinements.

**May 1, 2013**—Meeting with Milwaukee Brewers; briefing on post-game parking-lot unloading.

**May 8, 2013**—Meeting with Milwaukee Brewers; briefing on design options.

**May 20, 2013**—Meeting with Beth Hamedrosh Hagodel Cemetery representatives; briefing on design options and other information to be presented at the third public involvement meeting.

**June 3, 2013**—Meeting with Menomonee Valley Business Association; briefing on study, design options, and refinements.

**June 5, 2013**—Meeting with Historic Concordia Neighborhood Board; briefing on study, design options, and refinements.

**June 11, 2013**—Attended 30<sup>th</sup> Street Industrial Corridor Business Meeting; briefing on project's environmental justice outreach plan.

**June 13, 2013**—Meeting with Milwaukee Brewers; briefing on design options.

**June 19, 2013**—Meeting with Badger Truck; briefing on potential real estate impacts.

**June 19, 2013**—Meeting with INTEC (Insulation Technologies, 25<sup>th</sup> Street, Milwaukee); briefing on potential relocation of business.

**June 27, 2013**—Meeting with Menomonee Valley Business Association; review of the latest alternatives.

**July 9, 2013**—Meeting with Merrill Park Neighborhood Association; providing an update on the project and design options.

**July 12, 2013**—Meeting with Merrill Park senior housing development, operated by the Housing Authority of the City of Milwaukee.

**July 16, 2013**—Meeting with Milwaukee Urban League; discussion of the project's environmental justice outreach plan.

**July 19, 2013**—Meeting with Badger Truck; discussion of potential relocation of business.

**July 23, 2013**—Meeting with Milwaukee Brewers; discussion of traffic issues and concerns.

**August 1, 2013**—Meeting with Phelan Development; discussion of indirect and cumulative effects analysis process and methodology.

**August 7, 2013**—Meeting with Irgens; discussion of indirect and cumulative effects analysis process and methodology.

**August 7, 2013**—Meeting with General Capital Group; discussion of indirect and cumulative effects analysis process and methodology.

**August 7, 2013**—Meeting with Miron Construction; discussion of indirect and cumulative effects analysis process and methodology.

**August 7, 2013**—Meeting with St. Paul Veterinary Clinic; discussion of indirect and cumulative effects analysis process and methodology.

**August 14, 2013**—Meeting with Van Buren Management; discussion of indirect and cumulative effects analysis process and methodology.

**August 29, 2013**—Meeting with Downtown Stakeholders; discussion of indirect and cumulative effects analysis process and methodology.

**September 10, 2013**—Meeting with Badger Truck; discussion of potential relocation of business.

**September 10, 2013**—Meeting with Milwaukee Brewers; update on the project and design options.

**September 26, 2013**—Meeting with Avenues West; update on the project and design options.

**October 11, 2013**—Meeting with Menomonee Valley Partners/URS; update on the project.

**November 13, 2013**—Meeting with Badger Truck; discussion of potential relocation of business.

**November 20, 2013**—Meeting with Menomonee Valley Partners; update on the project. The Menomonee Valley Partners asked WisDOT to consider building a ramp from the 27<sup>th</sup> Street viaduct to Canal Street to improve access to the Valley. This would address the Menomonee Valley Partners' concern that reconfiguring the current 25<sup>th</sup>/26<sup>th</sup>/28<sup>th</sup> Street interchange into a diamond interchange at 27<sup>th</sup> Street would make freeway access to the Menomonee Valley inconvenient. WisDOT evaluated the requested ramp connection and determined that it would not be needed to make I-94 or the 27<sup>th</sup> Street interchange operate more efficiently. WisDOT informed the Menomonee Valley Partners at this meeting that WisDOT would not fund the proposed ramp connection.

**December 17, 2013**—Meeting with NAIOP; update on the project and the design options.

**December 18, 2013**—Meeting with Badger Truck Center; discussion of potential relocation of business.

**January 16, 2014**—Meeting with Dryhooch of America; discuss alternatives and project design aspects.

**January 23, 2014**—Meeting with Clarke Square Council; discuss alternatives and project design aspects.

**February 12, 2014**—Meeting with 16<sup>th</sup> Street Community Health Center; discuss alternatives and project design aspects.

**February 27, 2014**—Meeting with Allied Veterans Council; discuss alternatives and project design aspects.

**March 18, 2014**—Meeting with Hispanic Chamber of Commerce to provide an update on the project, alternatives, and design aspects.

**June 18, 2014**—Attended Menomonee Valley Partners board meeting to provide an update on the project, alternatives, and design aspects.

**June 23, 2014**—Meeting with Metropolitan Milwaukee Association of Commerce Business Council; discuss alternatives and project design aspects.

**June 25, 2014**—Meeting with Badger Truck; discussion of potential relocation of business.

**June 30, 2014**—Meeting with Story Hill Neighborhood Association; provide an update on the project, alternatives, and design aspects.

**July 10, 2014**—Meeting with Menomonee Valley Partners; discussion of indirect and cumulative effects.

**July 17, 2014**—Meeting with the Brewers; discussion about parking in relation to the project.

**July 17, 2014**—Meeting with the Hunger Task Force; discuss alternatives and project design aspects.

**July 25, 2014**—Attended Menomonee Valley Partners board meeting to discuss design aspects.

**August 26, 2014**—Meeting with University of Wisconsin–Milwaukee's Children's Environmental Health Sciences to discuss environmental aspects of the project.

**September 11, 2014**—Meeting with Milwaukee County Transit System to discuss transit within the corridor.

**September 22, 2014**—Meeting with Urban League, Milwaukee, to discuss the project’s environmental justice outreach plan.

**September 25, 2014**—Milwaukee Latino Health Coalition Meeting—presentation of the project at their general coalition meeting.

**September 30, 2014**—Meeting with Marquette University and Avenues West to discuss alternatives and project design aspects.

**October 2, 2014**—Meeting with Marquette University engineering students to discuss project alternatives and design aspects.

**October 7, 2014**—Meeting with Hunger Task Force/WISPIRG/1,000 Friends/Sierra Club to discuss the project.

**October 21, 2014**—Meeting with Potawatomi Hotel/Casino by their request to discuss the alternatives.

**October 22, 2014**—Meeting with Menomonee Valley Partners and other Valley stakeholders to discuss east segment of the project.

**October 24, 2014**—Meeting with Centro Hispano of Milwaukee to discuss the project, specifically the east segment.

**October 29, 2014**—Meeting with Harley-Davidson to discuss the project.

## 5.2 Coordination with Local Officials

A Technical Advisory Committee (TAC) was established to assist the study team in identifying and understanding project purpose and need issues, developing and evaluating alternatives, evaluating impacts, and sharing project information with other community interests. The TAC includes representatives from Milwaukee County, City of Milwaukee, City of West Allis, Village of West Milwaukee, Milwaukee Metropolitan Sewerage District (MMSD), Milwaukee County Transit System (MCTS), Southeastern Wisconsin Regional Planning Commission (SEWRPC), Miller Park Stadium District, We Energies, American Transmission Company, and Wisconsin Department of Natural Resources (WDNR). The study team also met individually with local officials as needed during the course of the study.

### 5.2.1 Technical Advisory Committee Meetings

TAC meetings that were held during preparation of the Draft EIS include the following:

**August 16, 2012**—Reviewed project purpose and need aspects and study process.

**December 4, 2012**—Concluded purpose and need review; discussed initial range of design options.

**March 20, 2013**—Provided update on project design options/refinements and continued technical analyses (design, traffic, and safety).

**May 15, 2013**—Provided update on design options/refinements, impact evaluation, and solicited input on initial screening of the alternatives.

**July 29, 2013**—Conducted briefing on material to be presented at the July 30 and July 31, 2013, public involvement meeting.

**June 5, 2014**—Conducted briefing on material to be presented at the June 16 and June 17, 2014, public involvement meeting.

**September 29 – 30, 2014**—Open house to view the scale models of the alternatives.

### **Additional Coordination with Local Officials**

Additional meetings and contacts with local officials included the following:

**August 16, 2012**—Meeting with elected officials; briefing on overall study and schedule.

**November 15, 2012**—Meeting with City of Milwaukee Department of Public Works; briefing on project status and next steps.

**November 26, 2012**—Meeting with City of Milwaukee; presentation of initial design options through cemetery area east of Hawley Road.

**November 28, 2012**—Meeting with elected officials; update on study and schedule.

**January 14, 2013**—Letter from City of West Allis expressing concern about possible level of service of the 68<sup>th</sup> Street and Hawley Road ramps, accuracy of demographic data on environmental justice populations in the corridor, and effects on future redevelopment of the former Allis-Chalmers factory site (Appendix D, Letter D-69). WisDOT responded to the city's letter on February 28, 2013 (Appendix D, Letter D-70).

**February 4, 2013**—Meeting with City of West Allis; discussion of indirect and cumulative effects analysis process and methodology.

**February 4, 2013**—Meeting with Milwaukee County Parks Department; discussion of county-owned parcels and interests in the project corridor.

**February 6, 2013**—Meeting with Waukesha County Department of Parks and Land Use; discussion of indirect and cumulative effects analysis process and methodology.

**February 6, 2013**—Meeting with City of Milwaukee Department of Development; discussion of indirect and cumulative effects analysis process and methodology.

**February 7, 2013**—Meeting with Milwaukee Alderman Michael Murphy; discussion of indirect and cumulative effects analysis process and methodology.

**February 14, 2013**—Meeting with Village of West Milwaukee; discussion of indirect and cumulative effects analysis process and methodology.

**February 28, 2013**—Meeting with Milwaukee County; discussion of indirect and cumulative effects analysis process and methodology.

**March 1, 2013**—Letter from City of Milwaukee Department of Public Works expressing concern about the extent to which the I-94 East-West Corridor study would consider all modes of transportation, including mass transit, diversion of traffic from local arterials to I-94, capacity expansion, a Double Deck alternative through the cemetery area, and potential elimination of access to I-94 (Appendix D, Letters D-56 and D-57). WisDOT responded to the City's letter on May 13, 2013 (Appendix D, Letter D-58).

**March 4, 2013**—Meeting with City of Wauwatosa; discussion of indirect and cumulative effects analysis process and methodology.

**March 7, 2013**—Meeting with City of West Allis; briefing on study, design options, and refinements.

**April 10, 2013**—Meeting with City of Wauwatosa (Director of Public Works, Mayor, Development Director); briefing on study, design options, and refinements.

**April 11, 2013**—Meeting with Milwaukee Alderman; briefing on study, design options, and refinements.

**April 17, 2013**—Meeting with Milwaukee Alderman; briefing on study, design options, and refinements.

**April 22, 2013**—Meeting with City of Milwaukee Department of Public Works; discussion of 70<sup>th</sup> Street interchange alternatives.

**May 7, 2013**—Meeting with West Allis City Council; briefing on study, design options, and refinements.

**May 13, 2013**—Meeting with elected officials; briefing on study, design options, and refinements.

**June 7, 2013**—Meeting with Milwaukee County Parks Department; review of alternatives adjacent to Mitchell Boulevard Park, Story Parkway, and Valley Park. No substantive issues were identified.

**June 18, 2013**—Meeting with City of West Allis; discussion of the concerns raised in their January 14, 2013, letter regarding ramp and freeway capacity, demographics for environmental justice populations, and impacts on redevelopment.

**June 20, 2013**—Meeting with City of Milwaukee Department of Public Works; discussion of Section 2 of the Draft EIS (Alternatives).

**July 25, 2013**—Meeting with State Representative Joe Sanfelippo; briefing on study activities, design options, and schedule.

**July 29, 2013**—Elected officials meeting; briefing on material to be presented at the July 30 and July 31, 2013, public involvement meeting.

**October 1, 2013**—Meeting with Milwaukee County Parks Department; briefing on study activities, design options, and schedule.

**October 28, 2013**—Meeting with City of Milwaukee; follow up to previous letters and electronic correspondence regarding project purpose and need, scope of proposed improvements, and alternatives being considered.

**December 10, 2013**—Meeting with City of Milwaukee and SEWRPC; discussion of Transportation Improvement Program Amendment.

**January 17, 2014**—Meeting between City of Milwaukee Mayor and WisDOT Secretary to discuss project.

**January 24, 2014**—Meeting with Milwaukee County Department of Transportation to discuss project alternatives and design aspects.

**February 5, 2014**—Meeting with City of Milwaukee Department of Public Works to discuss project alternatives, design aspects, and schedule.

**February 14, 2014**—Meeting with Milwaukee County Executive to discuss project alternatives and design aspects.

**February 19, 2014**—Meeting with City of Wauwatosa to discuss project alternatives and design aspects.

**February 25, 2014**—Meeting with City of Wauwatosa Traffic and Safety to discuss project alternatives, traffic and safety concerns.

**March 4, 2014**—Meeting with City of Milwaukee Department of Public Works to discuss project alternatives and design aspects.

**April 7, 2014**—Meeting with City of Milwaukee to discuss project alternatives and design aspects.

**May 8, 2014**—Meeting with Milwaukee County to discuss project alternatives and design aspects.

**May 9, 2014**—Meeting with City of Milwaukee to provide project update, discuss alternatives and design aspects.

**June 3, 2014**—Meeting with City of West Allis to discuss project alternatives.

**June 3, 2014**—Meeting with Alderman Murphy to discuss project alternatives.

**June 5, 2014**—Meeting with elected officials; briefing material to be presented at the June 16 and June 17, 2014, public involvement meeting.

**June 12, 2014**—Meeting with Representative Gwen Moore to discuss project alternatives.



**July 18, 2014**—Letter from Representative Gwen Moore (Appendix D, letter D-39) to United States Department of Transportation Secretary Foxx expressing concern about the project. Asked for increased oversight to ensure public comments are being solicited and treated fairly. Some constituents have contacted her and support the At-grade alternative. These concerns are new since the June 12, 2014, meeting. FHWA responded to Representative Moore on September 19, 2014 (Appendix D, letter D-40).

**September 22, 2014**—Meeting with Milwaukee County to discuss snow removal and maintenance for the alternatives.

**October 7, 2014**—Meeting with City of West Allis to discuss project alternatives, access at Hawley Road, and design aspects.

## 5.3 Agency Coordination

Coordination with agencies and others who may be interested in the I-94 East-West Corridor study is conducted under FHWA's environmental coordination procedures, as codified in 23 USC 139. FHWA's coordination procedures provide opportunity for agencies, local officials, and others to participate in the environmental review process by providing input on information being prepared for the environmental document and by sharing views or concerns on the need for proposed improvements, alternatives being considered, potential impacts, mitigation, and other environmental aspects. The coordination process includes the following key activities:

Lead agencies (FHWA and WisDOT) invite other agencies, local officials, and other interests to become cooperating or participating agencies in the environmental review process. Cooperating agencies have jurisdiction by law or special expertise with respect to the project's environmental impacts. Participating agencies have an interest in the project.

As noted in Section 5.1, a Coordination Plan for Agency and Public Involvement for the I-94 East-West Corridor was prepared to communicate how and when the lead agencies will obtain public and agency participation in the environmental review process. The Coordination Plan provides a list of cooperating and participating agencies and the contact person for each agency. The Coordination Plan has the following three concurrence points in which cooperating and participating agencies are invited to participate: project purpose and need, range of alternatives being considered, and selection of the Preferred Alternative.

An Impact Analysis Methodology is prepared to communicate to the agencies and the public how the impacts of the proposed transportation project and its alternatives will be evaluated.

### 5.3.1 Cooperating and Participating Agencies

In July 2012, FHWA and WisDOT sent letters to federal and state regulatory agencies, local officials, and Native American tribes inviting them to be cooperating or participating agencies in environmental aspects of the I-94 East-West Corridor study. VA representatives subsequently requested being added as a participating agency at a meeting in August 2012. The status of cooperating and participating agencies is summarized as follows:

**July 2, 2012**—E-mail from the City of West Allis agreeing to be a participating agency in environmental aspects of the study (Appendix D, Letter D-67).

**July 3, 2012**—Letter from SEWRPC agreeing to be a participating agency in environmental aspects of the study (Appendix D, Letter D-48).

**July 6, 2012**—Letter from U.S. Department of the Interior National Park Service agreeing to be a participating agency in environmental aspects of the study (Appendix D, Letter D-10). Per e-mail on May 9, 2013, National Park Service requested to be considered a cooperating agency (Appendix D, Letter D-13).

**July 10, 2012**—Letter from the United States Environmental Protection Agency (USEPA) agreeing to be a participating agency in environmental aspects of the study (Appendix D, Letter D-1).



**July 25, 2012**—Letter from the U.S. Army Corps of Engineers agreeing to be a cooperating agency in environmental aspects of the study (Appendix D, Letter D-20).

**July 25, 2012**—E-mail from the City of Milwaukee agreeing to be a participating agency in environmental aspects of the study (Appendix D, Letter D-53).

**July 26, 2012**—Letter from Milwaukee County agreeing to be a participating agency in environmental aspects of the study (Appendix D, Letter D-51).

**July 26, 2012**—Letter from U.S. Fish and Wildlife Service declining invitation to become a participating agency due to workload, but noting they will provide comments on the EIS (Appendix D, Letter D-7).

**July 30, 2012**—E-mail from WDNR agreeing to be a cooperating agency in environmental aspects of the study (Appendix D, Letter D-41).

**August 30, 2012**—Department of Veterans Affairs' verbal request to be a participating agency (VA representatives from National Cemetery Administration, Wood National Cemetery, and VA Real Property Service).

### 5.3.2 Agency Scoping Meeting and Follow-up

An agency scoping meeting was held for cooperating and participating agencies on July 17, 2012. The purpose of the meeting was to provide information about the I-94 East-West Corridor study (project background/history, existing conditions, preliminary purpose and need factors, environmental review process, and schedule). The meeting was also an opportunity for participants to provide input on issues they would like to have considered in the corridor study. Participants in the scoping meeting included representatives from FHWA, WisDOT, consultant team, Corps of Engineers, USEPA, SEWRPC, Milwaukee County, City of West Allis, and City of Milwaukee. The National Park Service representative could not attend the scoping meeting, but noted that the National Park Service would like to be kept informed about the project.

Key discussion items/input included the following:

- The City of Milwaukee was concerned about any substantive changes in existing local access, impacts of new or revised access points, residential impacts, and right-of-way acquisition.
- Milwaukee County would like to have transit access and traffic mitigation considered; impacts to any county parks should also be avoided, if possible.
- The Corps of Engineers reiterated the Clean Water Act's hierarchy for wetland impacts (avoid, minimize, and mitigate).
- The City of West Allis expressed concerns similar to those expressed by the City of Milwaukee about changes in existing access and associated impacts.
- USEPA asked about existing and freeway future level of service, stated that the study team should strive for design exceptions in tight urban areas, and requested a copy of the wetland delineation report.
- SEWRPC stated that past data for the I-94 freeway system show that it reaches level of service F in at least one peak hour each day. It was also noted that the situation is beginning to occur more frequently, not just in the peak hour.
- WisDOT noted that a project is underway to restore the Menomonee River in the I-94 study area by eliminating the existing concrete channel. Because the Menomonee River bridge is adjacent to a railroad, and due to other terrain features, the new structure will be high. USEPA noted that it is reviewing scoping materials for the Menomonee River restoration project. The information was subsequently shared with the I-94 study team and the Corps of Engineers Waukesha office.

- The project’s environmental review process in 23 USC 139 was briefly discussed, and WisDOT noted that the draft Coordination Plan and Impact Analysis Methodology documents would be sent to cooperating and participating agencies for review in the near future. The draft documents were sent to the agencies on August 28, 2012. Key comments in response to the draft Coordination Plan and Impact Analysis Methodology documents are summarized as follows:
  - The VA (National Cemetery Administration) requested that additional VA representatives be added to the participating agency list in the Coordination Plan. For the Impact Analysis Methodology, it noted that project coordination needs to have full involvement of the State Historic Preservation Office (SHPO), VA Historic Preservation Office, and the National Cemetery Administration History Office.
  - The National Park Service provided information on National Historic Preservation Act Section 106 requirements to account for potential impacts to the VA’s NHL and National Register of Historic Places (National Register) properties. It also provided information on requirements for evaluating impacts to cemeteries and burial sites.
  - The Corps of Engineers noted that wetlands within primary environmental corridors are regulated as ADID wetlands and requested that the presence of Advanced Identification of Wetland Disposal Areas (ADID) in the project area be noted in the Impact Analysis Methodology.
  - WDNR requested that forthcoming Total Maximum Daily Load standards developed by MMSD be considered when analyzing the potential water quality impacts. WDNR also noted that the project’s conceptual stormwater management plan should evaluate the impact of runoff release rates for 100-year and 2-year storm events.
  - USEPA recommended that the Coordination Plan include additional information regarding consultation with the VA and SHPO due to the historic properties. USEPA requested that information on ADID wetlands be included in the Impact Analysis Methodology and that there be further coordination with USEPA, WDNR, and Corps of Engineers regarding ADID wetland issues, including potential impacts. USEPA recommended that a Census-tract-level analysis be done for determining the location of any environmental justice populations in the I-94 project corridor.
  - Updated Coordination Plan and Impact Analysis Methodology documents were sent to cooperating and participating agencies in November 2012. In May 2013, an updated Coordination Plan was sent to agencies to let them know about some changes to the environmental activities schedule and other minor refinements. Updated documents were also posted on the project website for availability to other stakeholders and the public.

The Coordination Plan has been updated four times. Each time the Plan was updated, it was sent to the cooperating and participating agencies and posted on the project website. The most recent update occurred in September 2014 and included minor revisions to the project’s milestone schedule and updated the meetings list.

### 5.3.3 Agency Input on Project Purpose and Need and Alternatives

#### 5.3.3.1 Purpose and Need

On November 2, 2012, WisDOT contacted cooperating and participating agencies to obtain input and concurrence on the draft project purpose and need section (Section 1) of the EIS (concurrence point No. 1, per the Coordination Plan). Key agency comments are summarized as follows:

- **November 9, 2012**—E-mail from the VA (National Cemetery Administration) (Appendix D, Letter D-26). The National Cemetery Administration expressed concern about any potential solutions that would encroach on any portion of the historic Wood National Cemetery property. It also noted that coordination of all study findings, alternatives, and recommendations that could potentially affect Wood National

Cemetery would require consultation with the National Park Service, Advisory Council on Historic Preservation<sup>1</sup>, and Wisconsin SHPO.

- **November 26, 2012**—Letter from the Corps of Engineers (Appendix D, Letter D-22) concurring in project purpose and need and noting it would satisfy Clean Water Act Section 404 review requirements.
- **November 28, 2012**—Letter from USEPA (Appendix D, Letter D-3). USEPA recommended that the project's east terminus be extended farther east than 25th Street to incorporate additional reconstruction that is needed to match previous improvements for the Marquette Interchange projects. USEPA recommended the document clarify whether the other area projects listed in Section 1.1.3 are incorporated into the discussions and analysis of area conditions and level of service projections.
- **December 3, 2012**—E-mail from National Park Service (Appendix D, Letter D-12). Requested that the purpose and need discussion include awareness of and need to protect the NHLs and associated VA cemetery. The National Park Service also requested that cultural resources be mentioned in the Environmental Aspects section of Purpose and Need.
- **December 3, 2012**—E-mail from SEWRPC (Appendix D, Letter D-49). Provided clarification on discussion about conducting preliminary engineering and environmental studies and developing/evaluating alternatives that provide varying degrees of meeting modern design standards. SEWRPC also provided clarification on its responsibility, which is to prepare an advisory comprehensive plan for the physical development of the region, including a regional land use plan, which is the basis of all other plan elements, including transportation.
- **December 3, 2012**—Letter from WDNR (Appendix D, Letter D-44). Concurred in purpose and need, noting that safety, deteriorating bridges and pavement, obsolete design, traffic demand, and efficient regional transportation system operations must be addressed. Also noted that obsolete stormwater management facilities should be improved in the drainage area where flooding occurs, and the Menomonee River does not meet water quality standards.
- **December 4, 2012**—Letter from City of Milwaukee (Appendix D, Letter D-55). Noted that any traffic analysis done on this segment of freeway needs to be done on a corridor basis, as opposed to freeway analysis only. A corridor analysis should include impacts to traffic demand and operation on parallel roadways and feeder roadways to freeway ramps.

An updated project Purpose and Need was placed on the project website in February 2014. An e-mail was sent to the cooperating and participating agencies with a link to purpose and need document.

### 5.3.3.2 Alternatives

On May 30, 2013, WisDOT contacted cooperating and participating agencies to obtain input and concurrence on the draft alternatives section (Section 2) of the EIS (concurrence point No. 2, per the Coordination Plan). Key agency comments are summarized as follows:

- **May 14, 2013**—Meeting with VA representatives from Clement J. Zablocki Medical Center, National Cemetery Administration, Wood National Cemetery, and the VA Historic Preservation Office to obtain input on the At-grade and Double Deck alternatives through the cemetery area (Hawley Road to Mitchell Boulevard). The main concerns were preserving access to the VA facility, possible shading of vegetation due to high walls with the all up or split the difference alternatives, and traffic noise that affects solitude and conducting ceremonies in the cemetery.

<sup>1</sup> The Advisory Council on Historic Preservation is an independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy. <http://www.achp.gov/>.



- **June 6, 2013**—Resolution from City of West Allis opposing alternatives that do not include access to both 70th Street and Hawley Road/60th Street (Appendix D, Letters D-72, D-73, and D-74). Resolution sent to Governor Walker by City of West Allis on June 6, 2013, and to WisDOT by e-mail on June 24, 2013.
- **June 9, 2013**—Letter from the National Park Service (Appendix D, Letter D-16). Stated that technical jargon makes the alternatives section difficult to understand for non-engineers. The National Park Service also reiterated federal laws that apply to preservation of historic resources and noted it is important for any consideration of alternatives to avoid damage or disruption to historic resources associated with the VA property.
- **June 20, 2013**—Meeting with VA; discussion of draft Section 2 of the Draft EIS.
- **June 24, 2013**—Letter from USEPA (Appendix D, Letter D-4) stating that it has no comments or clarifications on draft EIS Section 2 (Alternatives).
- **June 25, 2013**—E-mail from Corps of Engineers (Appendix D, Letter D-23) providing preliminary comments on draft EIS Section 2 (Alternatives); comments primarily asked for clarification and further information on Transportation System Management and Transportation Demand Management aspects. Also stated it would more fully evaluate the range of alternatives carried forward when the revised Purpose and Need statement (Section 1) has been circulated for review.
- **June 26, 2013**—Phone contact with representative of VA National Cemetery Administration seeking their input on EIS Section 2 (Alternatives). The VA representative noted that walling off the aboveground portion of the double deck alternatives would possibly reduce traffic noise for the adjacent Wood National Cemetery, and the wall could also provide a visual benefit. The VA representative also expressed concern about eliminating the existing Mitchell Boulevard interchange and moving this access farther east to the Stadium Interchange.
- **July 1, 2013**—Letter from WDNR (Appendix D, Letter D-45) concurring on the range of alternatives to be carried forward in the EIS.
- **July 12, 2013**—E-mail from SEWRPC providing clarification and additions to text in EIS Section 2 that discussed the Regional Transportation System Plan and the regional planning process in relation to evaluating alternatives for this corridor.
- **July 15, 2013**—Letter from City of Milwaukee (Appendix D, Letter D-62). Encouraged consideration of a mass transit traffic mitigation option, supports retaining the 35th Street interchange in all alternatives, having West St. Paul Avenue be continuous east of 27th Street, and having direct access to and from 27th Street for at least some of the freeway ramps, and keeping the Stadium Interchange as far away as possible from the Story Hill neighborhood. The City expressed concerns about the traffic data and using level of service as the single performance measure for congestion and level of improvements.
- **July 25, 2013**—E-mail from VA (Appendix D, Letter D-27). Emphasized the need for a north access route to the VA campus, independent of the Mitchell Boulevard entrance/exit. Concerned about visual and noise impacts of any retaining walls through the cemetery area and recommends decorative features, vegetation, or other measures to minimize impacts. Concerned about shading through cemetery area due to double-deck freeway alternatives. Adequate signage to the VA campus and Wood National Cemetery need to be maintained with all of the alternatives. Continued consultation is required regarding historic aspects. WisDOT's response to the letter is provided in Appendix D (Letter D-29).

On January 29, 2014, a meeting was held with cooperating and participating agencies to provide an update on the alternatives and EIS schedule and to review previous comments on the alternatives. A matrix with previous agency comments and the project team's response was provided to the agencies. This meeting was attended by representatives of USEPA, Corps of Engineers, VA, WDNR, SEWRPC, Milwaukee County, City of Milwaukee, and City of West Allis.

Key discussion items/input included the following:

- The City of West Allis noted its concern about removing the Hawley Road interchange. It was also concerned with the project team's traffic growth projection and questioned if 8 lanes are needed through the cemetery area.
- Milwaukee County was concerned about traffic operations through the Stadium Interchange during weekday afternoon Brewers games.
- The VA asked for a meeting to review how its Section 2 comments were addressed.

On June 11, 2014, a meeting was held with the participating and cooperating agencies to provide an update on the remaining alternatives, project schedule, and stormwater impacts and potential mitigation measures. The meeting was attended by representatives of USEPA, Corps of Engineers, VA, Milwaukee County, and City of West Allis. The City of West Allis reiterated the preference to maintain a full interchange at Hawley Road and suggested options for providing a full interchange at Hawley Road under the At-grade alternative. The agencies received an updated alternatives section (Section 2) on June 17, 2014, and were asked to provide formal concurrence (Concurrence Point No. 2). Key agency comments on the June 2014 alternatives section are summarized as follows:

- **June 26, 2014**—Letter from City of West Allis (Appendix D, Letter D-76). Reiterated that closing the Hawley Road interchange would drive traffic to local streets, hinder economic development in the community, and would pose economic justice implications to minority residents attempting to reach employment elsewhere. Expressed concern that the closure of the Hawley Road interchange would lead to congestion elsewhere in the City. Also noted that several companies have planned to move to sites along 60th Street, and freeway access at Hawley Road was a drawing point. The City is concerned it could lose these businesses if the Hawley Road interchange is eliminated. Finally, the City of West Allis noted that the two Census tracts in the city closest to the Hawley Road interchange have a population of about 425 minorities, a higher percentage than the rest of the city. There is concern that removing the Hawley Road interchange would harm these residents and benefit those living elsewhere where interchanges are located.
- **July 14, 2014**—Letter from USEPA (Appendix D, Letter D-6) concurring with alternatives being carried forward.
- **July 15, 2014**—Letter from Corps of Engineers (Appendix D, letter D-24) agreeing with the range of alternatives dismissed from further study and concurring with the range of alternatives carried forward for additional study.
- **July 17, 2014**—Letter from WDNR (Appendix D, Letter D-46) concurring with the range of alternatives considered for the study.

#### 5.3.4 Additional Agency Coordination

Additional agency coordination during preparation of the Draft EIS included the following:

- **August 30, 2012**—Meeting with VA to provide information on the I-94 East-West Corridor study and obtain input on VA operations, the Wood National Cemetery (including past relocation of graves when the freeway was built in the early 1960s), and other resources on the VA property. VA representatives requested being added as participating agencies in the environmental review process. They also stated that veterans' graves are considered to be permanent and final, and the VA would be very concerned about any project activities that would affect them.
- **September 17, 2012**—Informal memorandum from WDNR outlining issues that should be addressed in the EIS and providing preliminary information on threatened or endangered species, and funding of public use recreational facilities.

- **November 28, 2012**—Meeting with VA National Cemetery Administration and Zablocki VA Medical Center; discussion of information on preliminary design options.
- **January 24, 2013**—Meeting with VA National Cemetery Administration and regional VA representatives; discussion of proposed design options and potential impacts on VA operations, traffic patterns/volumes to and from the VA campus, and access needs.
- **May 14, 2013**—Meeting with Wood National Cemetery, VA National Cemetery Administration, and VA Medical Center; briefing on alternatives.
- **June 11, 2013**—Meeting with VA Medical Center to review current design options (double-deck freeway in particular) and potential effects on VA facilities. The VA would like to see a connection over or under I-94 that is separate from Mitchell Boulevard so that people can get to and from Bluemound Road on game days. In general, the VA would not oppose a double-deck freeway, but acknowledges the Section 106 historic preservation component.
- **June 11, 2013**—Meeting with VA Medical Center (including Director and Deputy Director), National Cemetery Administration, and VA Historic Preservation Office to discuss Section 2 of the Draft EIS. Discussed the importance of keeping Zablocki Drive connection to Bluemound Road, either under or over I-94. VA emphasized the importance of keeping Zablocki Drive separate from Mitchell Boulevard. The National Cemetery Administration noted the potential for a double-deck freeway for reduced exposure to freeway traffic. VA requested more information on height and appearance of the double deck alternatives (specifically, whether there would be openings in the side of the double deck or whether it would appear as a solid wall).
- **February 28, 2014**—Meeting with VA Medical Center to discuss project alternatives and design aspects.
- **March 5, 2014**—Meeting with Veterans Benefits Administration to discuss project alternatives and design aspects.
- **July 30, 2014**—Provide project update to SEWRPC’s Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning.

### 5.3.5 Coordination with Native American Tribes

In July 2012, FHWA sent letters to Native American tribal chairs inviting tribes to be participating agencies in the project’s environmental review process. No responses were received.

In August 2012, WisDOT sent letters to Tribal Historic Preservation Officers to inform them about the I-94 East-West Corridor study, provide an opportunity to comment on the project, and provide them with an opportunity to let WisDOT know about any cultural resources that may be located in the study area. Tribes were also asked to let WisDOT know if they wished to become a consulting party under Section 106 of the National Historic Preservation Act or would like to receive additional information about the I-94 East-West Corridor study.

On September 27, 2012, the Forest County Potawatomi Tribal Historic Preservation Officer requested participation in the Section 106 consultation process (Appendix D, Letter D-36).

In October 2012, WisDOT provided a brief overview of the I-94 East-West Corridor study at the WisDOT/Tribal Historic Preservation Officers meeting in Bad River.

On February 4, 2013, the Forest County Potawatomi Tribal Historic Preservation Officer requested they be advised of any impacts to cultural properties (especially human remains/burials) associated with the I-94 East-West Corridor study (Appendix D, Letter D-37)

On April 12, 2013, WisDOT provided an update on the I-94 East-West Corridor study at the WisDOT/Tribal Historic Preservation Officers meeting in Madison. At that meeting, it was requested that WisDOT re-contact the tribes (preferably by e-mail or phone) to ascertain their potential interest in the project.



On May 17, 2013, WisDOT re-contacted the tribes by e-mail. Copies of past correspondence were provided along with notes from the April 12, 2013, meeting. As a result of the re-contact effort, the Tribal Historic Preservation Officers from the Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin indicated they have no interest in this project (Appendix D, Letter D-38). There were no other responses.

On June 28, 2013, WisDOT invited the tribes to attend the July 15, 2013, Section 106 consultation meeting. No tribal representatives attended the meeting. Notices regarding subsequent Section 106 consultation meetings included the Forest County Potawatomi Tribal Historic Preservation Officer who previously requested participation in the Section 106 consultation process.

### 5.3.6 Section 106 Consultation

The Section 106 consultation for the I-94 East-West Corridor study required under Section 106 of the National Historic Preservation Act was initiated in June 2013. As there are two NHLs in the area of potential effect (APE) of the project, the Advisory Council on Historic Preservation was invited to participate, in accordance with the regulations, in addition to the state of Wisconsin SHPO. The Advisory Council on Historic Preservation opted to participate in the process and will continue to participate until the process is complete. Other consulting parties include: National Park Service, National Cemetery Administration, VA, National Trust for Historic Preservation, Milwaukee Preservation Alliance, City of Milwaukee Historic Preservation Commission, Beth Hamedrosh Hagodel Cemetery, Archdiocese of Milwaukee Catholic Cemeteries (Calvary Cemetery and Mausoleum), and the Story Hill Neighborhood Association.

Coordination and consultation efforts specific to the Section 106 process are summarized as follows:

- **July 30, 2012**—Study team contacted the National Park Service by phone to recap information that was provided at the July 17, 2012, agency scoping meeting that the National Park Service was unable to attend. Discussion included a brief summary of the I-94 East-West Corridor study, review of historic resources in the project corridor, and brief discussion of historic preservation laws and requirements. The National Park Service recommended that FHWA contact the Advisory Council on Historic Preservation to inform them that the project would potentially affect an NHL.
- **September 14, 2012**—E-mail from VA's National Cemetery Administration noting that the VA would have concerns with any alternative that would overhang the north side of the freeway through any portion of the Wood National Cemetery.
- **September 14, 2012**—E-mail from the National Park Service providing boundary description and justification for the Northwestern Branch, National Home for Disabled Volunteer Soldiers NHL.
- **January 24, 2013**—Meeting with VA National Cemetery Administration and regional VA representatives. In addition to discussing proposed design options and potential impacts, there was discussion at the end of the meeting on historic preservation aspects. The VA representative noted that the National Trust for Historic Preservation has a person (Kathleen Schamel from the VA Historic Preservation Office) assigned to the VA NHL.
- **January 29, 2013**—Letter from FHWA to Advisory Council on Historic Preservation notifying them about the I-94 East-West Corridor study and potential effects on NHL and National Register properties. FHWA also requested input on whether the Advisory Council on Historic Preservation would participate in the Section 106 consultation process for the proposed undertaking.
- **February 14, 2013**—Letter from the Advisory Council on Historic Preservation to FHWA indicating they would participate in the Section 106 consultation process (Appendix D, Letter D-9).
- **April 8, 2013**—Letter from National Trust for Historic Preservation to FHWA requesting participation as a consulting party in the Section 106 process.
- **April 10, 2013**—E-mail from the City of Milwaukee Historic Preservation Commission requesting that they be part of the Section 106 consultation process (Appendix D, Letter D-59).

- **May 9, 2013**—E-mail from the National Park Service in response to the updated Coordination Plan that was circulated to cooperating and participating agencies on May 6, 2013 (Appendix D, Letter D-13). The National Park Service stated that the EIS should address the Soldiers' Home Reef NHL and reiterated information on applicable historic preservation regulations. The National Park Service also requested that it be listed as a cooperating agency in the Coordination Plan, rather than a participating agency.
- **June 11, 2013**—Meeting with VA representatives to discuss project's Section 106 aspects.
- **July 9, 2013**—Teleconference with National Park Service to discuss project's Section 106 aspects in preparation for July 15, 2013, Section 106 consultation meeting.
- **July 10, 2013**—Meeting with City of Milwaukee Historic Preservation Commission in preparation for July 15, 2013, Section 106 consultation meeting.
- **July 11, 2013**—Meeting with SHPO in preparation for July 15, 2013, Section 106 consultation meeting.
- **July 12, 2013**—Teleconference with National Trust for Historic Preservation in preparation for July 15, 2013, Section 106 consultation meeting.
- **July 15, 2013**—Section 106 consultation meeting. Introduction to the project; reviewed alternatives being considered. Exchanged information on historic resources in the I-94 corridor, reviewed the status of project-level historic resource investigations, and obtained initial views from consulting parties on Section 106 aspects.
- **August 29, 2013**—Section 106 consultation meeting. Presented and discussed updated APE and historic resources map, reviewed alternatives comparison table for alternatives through cemetery area (Hawley Road to Mitchell Boulevard), reviewed traffic data for local roads serving the VA campus, provided additional information on previously moved graves in the Wood National Cemetery for construction of existing I-94.
- **September 23, 2013**—Section 106 consultation meeting. Presented and discussed updated information on the APE and known/proposed historic resources in the APE, and reviewed Section 106 milestones and schedule.
- **October 15, 2013**—Section 106 consultation meeting. Began assessment of effects discussion for at-grade 8-lane alternative and double deck alternatives (all down, partially down, and all up).
- **October 24, 2013**—Meeting with National Park Service. Presented and discussed information from the October 15, 2013 Section 106 consultation meeting that National Park Service was unable to attend. The National Park Service representative indicated the main concern with the partially down and all up double deck alternatives is loss of visibility between the north and south portions of the Wood National Cemetery.
- **November 19, 2013**—Section 106 consultation meeting. Continued assessment of effects discussion for at-grade 8-lane alternative and double deck alternatives (all down, partially down, and all up). At the consultation meeting, the consensus was that the 8-lane at-grade alternative could be designed to have a conditional No Adverse Effect on the historic properties.
- **December 6, 2013**—Meeting with representatives of Zablocki VA Medical Center to discuss possible connections or alterations to Zablocki Drive and Mitchell Boulevard south of I-94. The VA representatives indicated support for the double deck alternatives. Safety was the main reason cited; the 8-lane at-grade alternative with 11-foot lanes and essentially no shoulders would not be as safe as the double deck alternatives.
- **January 10, 2014**—Section 106 consultation meeting. Continued assessment of effects discussion for double deck alternatives (all down, partially down, and all up) and began discussion on potential mitigation measures.

- **February 13, 2014**—Section 106 consultation meeting. Obtain additional input on potential adverse effects of double deck alternatives and continue preliminary discussion on potential mitigation measures.
- **February 21, 2014**—Meeting with Wood National Cemetery director and staff to discuss concerns about turf shading in cemetery due to elevated freeway alternatives.
- **April 22, 2014**—Section 106 consultation meeting. Present and discuss updated information on project alternatives, including elimination of Double Deck all down alternative, summary of effects on historic properties, and preliminary mitigation ideas. Meeting included a presentation by the VA on preservation efforts for the Zablocki Medical Center. SHPO and the National Park Service indicated they were reluctant to discuss mitigation measures until a preferred alternative is selected. WisDOT and FHWA want to have a conceptual framework of mitigation measures that would be required if the Double Deck alternative were selected so the EIS can provide readers a full sense of not only the impacts but also the mitigation measures associated with each alternative.

Several consulting parties disagreed with FHWA's initial position that the Double Deck alternative would have No Adverse Effect on Calvary Cemetery and Story Hill Residential Historic District 2 and 3. FHWA's initial position was documented in a memorandum sent to the consulting parties. Consulting parties' written comments on the memo are in Appendix D (page D-17, D-32, D-47, and D-66). FHWA and the consulting parties agreed that the Double Deck alternative would have an Adverse Effect on the Soldiers' Home NHL. Most of the consulting parties agreed with FHWA that the At-grade alternative could be designed in such a way that it would have No Adverse Effect on historic properties. However, if noise walls were constructed adjacent to Story Hill Residential Historic District 2 and 3 the walls could have an Adverse Effect on the district under either the At-grade or Double Deck alternative. The VA's National Cemetery Administration stated that the At-grade alternative could have an Adverse Effect in its opinion (Appendix D, page D-32).

- **May 9, 2014**—Follow-up meeting with consulting parties to discuss noise analysis results for historic properties. Several consulting parties had questions about how the noise analysis was conducted, how the locations were selected for field noise measurements, and why the field measurements are not used as the baseline to compare to future predicted noise levels.
- **June 10, 2014**—Section 106 consultation meeting. Presented and discussed updated information on half interchange at Hawley Road, the process for determining noise impacts, determination of adverse effects, and preliminary mitigation ideas. FHWA stated that it had revised its position on the effects of the Double Deck alternative on Calvary Cemetery and Story Hill Residential Historic District 2 and 3. FHWA determined that the Double Deck alternative could potentially have an Adverse Effect on both properties. The Advisory Council on Historic Preservation stated that it supports a discussion of mitigation measures prior to WisDOT and FHWA identifying a preferred alternative.
- **August 5, 2014**—Section 106 consultation meeting. Trip to Wisconsin State Fair to view the three dimensional models of the At-grade alternative and Double Deck alternative. Field visit to the Story Hill neighborhood and Calvary Cemetery to assist in evaluation of existing conditions and aid in visualization of potential visual impacts. Presented and discussed summary of potential adverse effects and continued discussion regarding potential mitigation measures.
- **October 2, 2014**—Meeting with VA National Cemetery Administration/Wood National Cemetery at Wood National Cemetery to discuss potential impacts of the west segment alternatives on the cemetery and potential mitigation options (noise wall).
- **October 16, 2014**—Section 106 consultation meeting. Discussed the possibility of lowering the At-grade alternative. Summarized the comments received from PIM No. 5 and State Fair. FHWA responded to the comments received on the Assessment of Adverse Effects memorandum by stating that further analysis had taken place and, as a result, a determination was made that there would be an



Adverse Effect on Calvary Cemetery and Story Hill Residential Historic District 2 and 3 under the Double Deck alternative, but the At-grade alternative, pending further engineering design, would have No Adverse Effect on these two historic properties. Several consulting parties noted that Zablocki Drive bridge and interstate signage were also potential adverse effects for Calvary Cemetery, the Soldiers' Home NHL, and Soldiers' Home District.

Correspondence from consulting parties can be found in Appendix D. Meeting minutes from the above-listed Section 106 meetings are on the CD at the back of this document.

The Section 106 consultation process is ongoing; WisDOT and FHWA will continue to meet with the consulting parties. The Section 106 process will culminate with an agreement document that will stipulate best management practices, appropriate mitigation measures to minimize harm to cultural resources, and measures to address the identified adverse effects on historic properties. The agreement document will be developed through consultation with the Section 106 consulting parties and will be executed prior to signing the Record of Decision.



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## Appendix A

### Alternatives Considered and Dismissed

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TABLE A-1

**Alternatives Considered and Dismissed**

Alternative Type/Location	Description	Reasons for Dismissal
<b>Multi-level</b>	6-lane mainline tunnel/6-lane C-D road and tunnel profile	High cost compared to At-grade or Double Deck alternatives; 5 percent slope on mainline when 3 percent is desirable
	Split-direction—8-lane mainline with cantilever	Impacts to National Historic Landmark; eliminates access at Hawley Road
<b>Off-alignment</b>	Down Clybourn Street	High right-of-way and displacement impacts
	Split using American Transmission Company power line right-of-way	Need to move power lines according to American Transmission Company; high right-of-way acquisition and displacement impacts
	Straighten I-94 between Hawley Road to 25 <sup>th</sup> Street	High right-of-way and displacement impacts
	Swing South into Menomonee Valley	High right-of-way and displacement impacts/right-of-way impacts to businesses
<b>Segments</b>	Following Hank Aaron State Trail	High right-of-way and displacement impacts
	At-grade between cemeteries, 6-lane full shoulder	Require graves relocation and land acquisition from National Historic Landmark; does not provide acceptable level of service
	At-grade between cemeteries, 8-lane full shoulder	Requires graves relocation and land acquisition from National Historic Landmark
	At-grade between cemeteries, 8-lane mainline/4-lane C-D road	Requires graves relocation and land acquisition from National Historic Landmark
	At-grade between cemeteries, 8-lane full shoulder through entire corridor	Requires graves relocation and land acquisition from National Historic Landmark
	6-Lane mainline—One-way frontage roads, 3-leg split diamond from 70 <sup>th</sup> Street to Hawley Road with roundabouts	Large intersection footprints, mainline capacity inadequate through cemetery, multiple residential relocations, less than desirable Hawley Road ramp radii
	68 <sup>th</sup> Street to Mitchell Boulevard with C-D road, Hawley Road partial cloverleaf (Parclo), 6-lane mainline	68 <sup>th</sup> /70 <sup>th</sup> and Hawley eastbound entrance has less than desirable ramp acceleration/deceleration distances, 6-lane mainline does not meet level of service requirements in purpose and need section, access not provided from west segment interchanges to US 41
	70 <sup>th</sup> Street to Mitchell Boulevard with C-D road, Hawley Road Parclo	Eliminates access to 68 <sup>th</sup> Street, substandard geometrics on Hawley Road eastbound entrance and exit ramps, C-D Road weave length of 300 feet is significantly less than desirable (1,600 feet) between Hawley Road eastbound entrance ramp and eastbound exit for US 41/Miller Park Way
	<b>West Segment</b> 84 <sup>th</sup> Street to Mitchell Boulevard with C-D road, 6-lane mainline	Impact to Zoo Interchange improvements, C-D Road weave lengths are less than desirable between 68 <sup>th</sup> Street and Hawley Road (570 feet eastbound/585 feet westbound), less than desirable mainline traffic operations
	84 <sup>th</sup> Street to Mitchell Boulevard with C-D road (Option 2), 6-lane mainline	Impact to Zoo Interchange improvements, C-D Road weave lengths are less than desirable between 68 <sup>th</sup> Street and Hawley Road (570 feet eastbound/585 feet westbound), less than desirable mainline traffic operations
	6-lane arterial frontage road—70 <sup>th</sup> Street to Hawley Road, C-D road to 84 <sup>th</sup> Street	Impact to Zoo Interchange improvements, less than desirable mainline traffic operations, increased user delay for traffic getting on and off the local roads
	4-lane mainline, 2-lane C-D road—Westbound Mitchell Boulevard access; Hawley Road Parclo	Residential displacements in southwest quadrant of Hawley Road interchange, commercial displacement with realignment of Hawley Road, powerline impacts



TABLE A-1

**Alternatives Considered and Dismissed**

Alternative Type/Location	Description	Reasons for Dismissal
<b>West Segment</b>	4-lanes mainline, 2-lane C-D road—Westbound Mitchell Boulevard access; Hawley Road Parclo (2nd Option: Roundabout)	Residential displacements in southwest quadrant of Hawley Road interchange, commercial displacement with realignment of Hawley Road, powerline impacts
	4-lanes mainline, 1- to 2-lane C-D road	Impact to Zoo Interchange improvements, residential displacements in southwest quadrant of Hawley Road interchange, commercial displacement with realignment of Hawley Road
<b>East Segment</b>	¾-diamond interchange at 27 <sup>th</sup> Street, Westbound exit at 25 <sup>th</sup> Street; diamond interchange at 35 <sup>th</sup> Street; On-alignment	Westbound 400-foot/eastbound 365-foot weave between 35 <sup>th</sup> and 27 <sup>th</sup> Streets is less than desirable (1,600 feet)
	¾-diamond interchange at 27 <sup>th</sup> Street; Westbound exit at 25 <sup>th</sup> Street; No access to 35 <sup>th</sup> Street; On-alignment	Eliminates existing full access interchange at 35 <sup>th</sup> Street
	¾-diamond interchange at 27 <sup>th</sup> Street and loop at 35 <sup>th</sup> Street; Westbound exit at 25 <sup>th</sup> Street; On-alignment with braid between 35 <sup>th</sup> and 27 <sup>th</sup> streets	Westbound 500-foot/eastbound 900-foot weave distance between Stadium Interchange and 35 <sup>th</sup> Street is significantly less than desirable weave (2,000 feet), high residential displacements at 35 <sup>th</sup> Street due to loop ramp configuration (30+)
	Single-point urban interchange at 25 <sup>th</sup> Street; Diamond interchange at 35 <sup>th</sup> Street	100-foot weave distance between the Stadium Interchange and 35 <sup>th</sup> Street significantly less than desirable weave (2,000 feet), creates gap in St. Paul Avenue east of 27 <sup>th</sup> Street
	Single-point urban interchange at 25 <sup>th</sup> Street; ¾-diamond interchange at 35 <sup>th</sup> Street with Westbound exit loop	High residential displacements at 35 <sup>th</sup> Street due to loop ramp configuration (30+)
	Single-point urban interchange at 25 <sup>th</sup> Street; No access to 35 <sup>th</sup> Street; Off-alignment	Eliminates existing full access interchange at 35 <sup>th</sup> Street
	C-D road off-alignment 28 <sup>th</sup> Street ramp	1,500-foot eastbound weave between 27 <sup>th</sup> Street and the system interchange is significantly less than the desirable weave (2,000 feet), 240-foot ramp acceleration length for 28 <sup>th</sup> Street ramp is significantly less than minimum for 0 to 40 mph (360 feet)
	Saint Paul Avenue—Diamond-braided ramps	Eastbound 1,650-foot/westbound 1,450-foot weave distances are less than desirable (2,000 feet) to a system interchange, unpredictable interchange to for drivers
	Diamond at 27 <sup>th</sup> Street; 3/4-access with loop at 35 <sup>th</sup> Street Westbound entrance; two-way frontage road from the Stadium interchange to 27 <sup>th</sup> Street; Off-alignment	High residential displacements at 35 <sup>th</sup> Street due to loop ramp configuration (20+), two-way frontage road abuts a one-way ramp, increasing the potential for wrong-way drivers
	Split-diamond at 27 <sup>th</sup> Street/35 <sup>th</sup> Street; loop at 35 <sup>th</sup> Street westbound entrance; Off-alignment; one-way frontage road	Eliminates westbound access to 35 <sup>th</sup> Street, high residential displacements at 35 <sup>th</sup> Street due to loop ramp configuration (20+)
	Split-diamond at 27 <sup>th</sup> Street/35 <sup>th</sup> Street; two-way frontage road from Stadium Interchange to 27 <sup>th</sup> Street; Off-alignment	Eliminates access for westbound from 27 <sup>th</sup> Street and to 35 <sup>th</sup> Street

TABLE A-1  
Alternatives Considered and Dismissed

Alternative Type/Location	Description	Reasons for Dismissal
<b>Interchanges</b>		
<b>70<sup>th</sup> Street/ 68<sup>th</sup> Street</b>	Split diamond, as-is (no braided ramps or C-D road)	1,000-foot weave distance between 68 <sup>th</sup> Street and Hawley Road less than desirable weave (2,000 feet), intersection can't handle traffic
	Re-aligned eastbound entrance ramp	1,000-foot weave distance between 68 <sup>th</sup> Street and Hawley Road less than desirable weave (2,000 feet), even shorter than existing weave distance, intersection can't handle traffic
	70 <sup>th</sup> Street diamond	Local road improvements required since 70 <sup>th</sup> Street is not a continuous through route north of the freeway cause residential impacts through the adjacent neighborhood; 68 <sup>th</sup> Street dead ends south side of freeway, lose direct access to 68 <sup>th</sup> Street
	70 <sup>th</sup> Street diverging diamond	Local road improvements required since 70 <sup>th</sup> Street is not a continuous through route north of the freeway cause residential impacts through the adjacent neighborhood, 68 <sup>th</sup> Street dead ends south side of freeway, lose direct access to 68 <sup>th</sup> Street
	Simple diamond at 70 <sup>th</sup> Street	Local road improvements required since 70 <sup>th</sup> Street is not a continuous through route north of the freeway cause residential impacts through the adjacent neighborhood, 68 <sup>th</sup> Street dead ends south side of freeway, lose direct access to 68 <sup>th</sup> Street
<b>Hawley Road</b>	Diamond interchange with roundabouts at ramp terminals	Capacity, challenging to accommodate vertical design
	Parclo West—6-lane I-94	High residential displacements, impacts to graves due to roadway width required for ramps
	Parclo west—8-lane 94 with C-D road	High residential displacements, impacts to graves
	Parclo east loops	Impacts to significant number of graves
<b>Mitchell Boulevard</b>	Diverging diamond interchange—Hawley Road realigned	High residential displacements, substandard eastbound ramp shoulder width and length
	Mitchell—Partial diamond interchange with eastbound exit and westbound entrance	FHWA policy calls for full interchanges, not partial; inadequate capacity on Yount Drive
	Remove lefts—maintains all access	3-level interchange required with increased visual impact, 400-foot weave distance to the Stadium Interchange less than the desirable weave (2,000 feet), impacts National Historic Landmark
<b>Stadium Interchange</b>	Windmill system interchange	100-foot weave distance between Stadium Interchange and 35 <sup>th</sup> Street significantly less than desirable (2,000 feet); right-of-way impacts, does not address the need for access to/from Miller Park
	Stadium 3-½ level	1,000-foot weave distance between the Stadium Interchange and Canal Street less than desirable (2,000 feet), Left-hand entrances on US 41/WIS 341, does not address need for access to/from Miller Park
	Stadium diverging diamond free flow	Substandard weaves between Stadium Interchange and adjacent interchanges
	¾-system interchange	Substandard weaves between Stadium Interchange and adjacent interchanges

TABLE A-1

**Alternatives Considered and Dismissed**

Alternative Type/Location	Description	Reasons for Dismissal
<b>Stadium Interchange</b>	Partial system interchange	400-foot weave distance between Stadium and Wisconsin Avenue interchanges less than desirable (2,000 feet), 300-foot weave distance between Stadium and 35 <sup>th</sup> Street interchanges less than desirable (2,000 feet)
	Partial system interchange, and move I-94 south to straighten alignment	Intersection configuration can't handle the traffic
	Event interchange and partial free-flow Stadium Interchange Echelon	Intersection configuration can't handle the traffic Intersection configuration can't handle the traffic, does not allow access from Miller Park
	Event interchange embedded within (under) Stadium interchange	Intersection configuration can't handle the traffic
	Diamond at 44 <sup>th</sup> Street and intersections along US 41	Intersection configuration can't handle the traffic, providing adequate vertical clearances under all bridges is a challenge
	Diamond with westbound loop at 44 <sup>th</sup> Street for event access	Intersection configuration can't handle the traffic, providing adequate vertical clearances under all bridges is a challenge
	Parclo with Roundabout and event access at Yount Drive	Not enough capacity
	Stadium single-point urban interchange	Not enough capacity
	Stadium diverging diamond interchange	Left hand entrances, capacity
	Separate US 41 from interchange	Increased size of interchange footprint
	Lefts off US 41, all others right side	Left-hand exits, large footprint
	Lefts on/off US 41 for all left-turn movements	Left-hand exits/entrances
	Simple diamond with Mitchell Boulevard access	Miller Park event parking loading/unloading, signal on US 41/WIS 341 reduces level of service
	Roundabout interchange	Inconsistent with driver expectations, capacity
	Full system, all access to adjacent interchanges, at-grade I-94	Substandard shoulders, Substandard weaves between Stadium Interchange and adjacent interchanges
	Hybrid—System to Service Interchange	Higher right-of-way acquisitions than other alternatives
	Parclo with Mitchell Boulevard access	Less effective for Miller Park event parking loading/unloading
<b>35<sup>th</sup> Street</b>	35 <sup>th</sup> Street diverging diamond with 8-lane mainline	High right-of-way acquisition and construction limits extend north and south to accommodate
	Parclo in northeast quad and eastbound diamond interchange with 8 lanes	High residential displacements at 35 <sup>th</sup> Street due to loop ramp configuration (30+); desirable 1,600-foot weave between 35 <sup>th</sup> and 27 <sup>th</sup> Streets not provided, Vernon Avenue is not maintained as continuous route
	Westbound Parclo in northwest quad and eastbound diamond interchange with 8 lanes	High residential displacements at 35 <sup>th</sup> Street due to loop ramp configuration (30+); desirable 2,000-foot weave between the Stadium Interchange and 35 <sup>th</sup> Street not provided
	Diamond at 35 <sup>th</sup> Street	Desirable 1,600-foot weave between 35 <sup>th</sup> and 27 <sup>th</sup> Streets not provided
<b>25<sup>th</sup> Street/ 28<sup>th</sup> Street</b>	25 <sup>th</sup> Street diamond interchange—Cul-de-sac at Saint Paul Avenue	St. Paul Avenue is not maintained as a continuous roadway
	25 <sup>th</sup> Street diamond interchange—Saint Paul Avenue Overpass	Raising St. Paul Avenue above freeway and ramps impacts access to businesses along St. Paul due to change in elevation, conflicts for westbound entrance ramp to cross St. Paul Avenue and 27 <sup>th</sup> Street due to grade change
	25 <sup>th</sup> Street single-point urban interchange off-alignment	St. Paul Avenue is not maintained as a continuous roadway, 1,000-foot weave east of 25 <sup>th</sup> Street is less than desirable (2,000 feet)



TABLE A-1

**Alternatives Considered and Dismissed**

Alternative Type/Location	Description	Reasons for Dismissal
<b>25<sup>th</sup> Street/ 28<sup>th</sup> Street</b>	25 <sup>th</sup> Street single-point urban interchange on-alignment	Westbound entrance and eastbound exit ramps conflict vertically with St. Paul Avenue so that St. Paul Avenue is not maintained as a continuous roadway
	Replace in-kind split diamond interchange with eastbound exit flyover	Westbound 600-foot/eastbound 400-foot weave to 35 <sup>th</sup> Street less than desirable weave (2,000 feet), less direct connectivity to 27 <sup>th</sup> Street than other alternatives
	26 <sup>th</sup> Street diamond interchange	Less direct connectivity to 27 <sup>th</sup> Street than other alternatives, vertical clearance conflicts between ramps and St. Paul Avenue
	27 <sup>th</sup> Street single-point urban interchange —Mainline off-alignment	600-foot weave to 35 <sup>th</sup> Street less than desirable weave (2,000 feet)
	Diamond interchange at 25 <sup>th</sup> Street, Saint Paul Avenue not continuous	High right-of-way acquisitions, power line impacts, eliminates St. Paul Avenue thru movement, not maintained as a continuous roadway
	Diamond interchange at 25 <sup>th</sup> Street; keeps Saint Paul Avenue continuous	High right-of-way, eastbound 800-foot weave east of 25 <sup>th</sup> Street less than desirable weave (2,000 feet)
	Split configuration	High right-of-way acquisitions, eliminates St. Paul Avenue through movement, not maintained as a continuous roadway
	Split diamond interchange with access from 27 <sup>th</sup> Street to Canal Street	Poor intersection designs, 900-foot weave between 28 <sup>th</sup> and 35 <sup>th</sup> Streets less than desirable weave (1,600 feet)
<b>Wisconsin Avenue/ Wells Street</b>	C-D road eastbound 35 <sup>th</sup> Street to 25 <sup>th</sup> Street	Does not address westbound substandard weaving
	Parclo at Wells Street	More right-of-way acquisition than other alternatives due to loop ramp configuration
	Northbound Parclo at Wisconsin Avenue/Southbound Parclo at Wells Street	More right-of-way acquisition and business relocations than other alternatives due to loop ramp configuration, northbound and southbound access not from the same roadway
	Diamond interchange with C-D roads on US 41	600-foot weave between Wisconsin Avenue and Stadium Interchange less than desirable weave (1,600 feet), residential property impacts
	Single-point urban interchange at Wisconsin Avenue—4 lanes US 41	200-foot weave between Wisconsin Avenue and Stadium Interchange less than desirable weave (2,000 feet), ramp conflicts with Wells Street
	Wisconsin Avenue diverging diamond interchange—4 lanes US 41	200-foot weave between Wisconsin Avenue and Stadium Interchange significantly less than desirable weave (2,000 feet)
<b>Frederick Miller Way</b>	Diverging diamond interchange at Canal Street/Fredrick Miller Way	700-foot weave distance between Canal Street and Stadium Interchange less than desirable weave (2,000 feet), lane configuration in conflict with existing reversible lane operations for Miller Park along Canal Street

## Appendix B

### Traffic Noise Impact Summary

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## APPENDIX B-1

### Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road)

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels (Col d minus Col e)	Difference in Future Noise Levels and NLC (Col d minus Col c)	Impact or No Impact (*)
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N1	Residence (4)	67	63	61	2	4	N
N2	Residence (7)	67	65 / 64	62	3 / 2	-2 / -3	N / N
N3	Residence (2)	67	66 / 65	62	4 / 3	1 / -2	I / N
N4	Residence (4)	67	67 / 66	64	3 / 2	0 / -1	I / I
N5	Residence (6)	67	67 / 66	64	3 / 2	0 / -1	I / I
N6	Residence (2)	67	67 / 65	63	4 / 2	0 / -2	I / N
N7	Residence (6)	67	67 / 65	62	5 / 3	0 / -2	I / N
N8	Active Sports Area	67	64 / 63	61	3 / 2	-3 / -4	N / N
N9	Residence (6)	67	68 / 66	64	4 / 2	1 / -1	I / I
N10	Residence (4)	67	68 / 66	65	3 / 1	1 / -1	I / I
N11	Residence (3)	67	68 / 67	65	3 / 2	1 / 0	I / I
FS-2	Residence (1)	67	68 / 66	64	4 / 2	1 / -1	I / I
FS-4	Residence (9)	67	63 / 62	60	3 / 2	4 / -5	N / N
N12	Residence (6)	67	70 / 66	65	5 / 1	3 / -1	I / I
N13	Residence (7)	67	72 / 67	72	0 / -5	5 / 0	I / I
N14	Residence (1)	67	72 / 67	73	-1 / -6	5 / 0	I / I
N15	Residence (10)	67	63 / 62	62	1 / 0	4 / -5	N / N
N16	Residence (15)	67	65 / 64	62	3 / 2	-2 / -3	N / N



# APPENDIX B-1 (CONTINUED)

## Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road)

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and "Impact or No Impact".

Receptor Location (See Exhibit 3 27a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N17	Residence (5)	67	67 / 64	65	2 / -1	0 / -3	I / N
N18	Residence (2)	67	59 / 58	57	2 / 1	-8 / -9	N / N
N19	Residence (3)	67	65 / 64	66	1 / -2	2 / -3	N / N
N20	Residence (2)	67	61	60	1	-6	N
N21	Residence (2)	67	64 / 65	65	1 / 0	3 / -2	N / N
N22	Residence (3)	67	58 / 57	56	2 / 1	-9 / -10	N / N
N23	Residence (4)	67	69	67	2	2	I
N24	Residence (4)	67	65	59	6	-2	N
N25	Residence (3)	67	70	68	2	3	I
N26	Residence (2)	67	64 / 65	65	-1 / 0	-3 / -2	N / N
N27	Residence (2)	67	68	69	1	1	I
N28	Residence (3)	67	70	70	0	3	I
N29	Residence (4)	67	66	67	1	1	I
N30	Residence (1)	67	72	73	-1	5	I
N31	Residence (9)	67	68	69	1	1	I
N32	Residence (3)	67	66	75	-9	-1	I
N33	Residence (1)	67	66	69	3	1	I
N34	Residence (1)	67	67	78	-11	0	I

**APPENDIX B-1 (CONTINUED)**
**Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road)**

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N35	Residence (2)	67	67	72	5	0	I
N36	Residence (5)	67	66 / 67	71	-5 / -4	-1 / 0	I / I
N37	Residence (3)	67	66	67	1	1	I
N38	Residence (6)	67	66	67	-1	-1	I
FS-1	Residence (1)	67	69	69	0	2	I
FS-3	Residence (1)	67	63	62	1	-4	N
N39	Residence (1)	67	70 / 71	74	4 / -3	3 / 4	I / I
N40	Residence (5)	67	68	70	-2	1	I
N41	Residence (4)	67	65	65	0	2	N
N42	Residence (3)	67	67 / 65	68	-1 / -3	0 / -2	I / N
N43	Residence (2)	67	64 / 63	64	0 / -1	3 / -4	N / N
N44	Residence (1)	67	63	63	0	-4	N
N45	Residence (5)	67	64 / 63	65	1 / -2	3 / -4	N / N
N46	Residence (1)	67	67 / 68	69	-2 / -1	0 / 1	I / I
N47	Residence (4)	67	65	64	1	2	N
N48	Cemetery	67	64	65	-1	-3	N
N49	Cemetery	67	68	70	2	1	I
N50	Cemetery	67	74	78	-4	7	I

# APPENDIX B-1 (CONTINUED)

## Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road)

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
FS-6	Cemetery	67	67	70	3	0	I
N51	Cemetery	67	71	74	-3	4	I
N52	Cemetery	67	65	65	0	2	N
N53	Cemetery	67	62	63	-1	-5	N
N54	Cemetery	67	60	61	1	7	N
FS-5	Cemetery	67	68	68	0	1	I
N55	Residence (4)	67	63	62	1	4	N
N56	Residence (1)	67	67	68	-1	0	I
N57	Residence (7)	67	65	64	1	2	N
N58	Residence (5)	67	70	71	-1	3	I
FS-8	Residence (1)	67	61	59	2	6	N
N59	Residence (6)	67	63	61	2	-4	N
FS-7	Residence (1)	67	70	70	0	3	I
N60	Residence (2)	67	71	70	1	4	I
N61	Residence (2)	67	70	68	2	3	I
N62	Residence (2)	67	68	66	2	1	I



# APPENDIX B-1 (CONTINUED)

## Traffic Noise Impact Summary—West Segment—At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road)

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the At-grade (no Hawley Road interchange) and At-grade (half interchange at Hawley Road) options are the same. Double entries are presented for the At-grade (no Hawley Road interchange)/At-grade (half interchange at Hawley Road) options when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (no Hawley interchange/ half Hawley interchange)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N63	Residence (2)	67	66	64	2	1	I
N64	Residence (3)	67	65	63	2	-2	N
N65	Residence (3)	67	63	62	1	4	N
N66	Residence (4)	67	62	62	0	-5	N

## APPENDIX B-2

### Traffic Noise Impact Summary—East Segment (On-alignment)

Entries on the East Segment (On-alignment) are presented below.

Receptor Location (See Exhibit 3 27a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		Impact or No Impact (*)
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N67	Residence (18)	67	64	60	4	3	N
N68	Residence (1)	67	64	61	3	-3	N
FS-10	Residence (2)	67	71	69	2	4	I
N69	Residence (2)	67	74	71	3	7	I
N70	Residence (1)	67	74	70	4 -	7	I
N71	Residence (6)	67	61	60	1	-6	N
N72	Residence (6)	67	58	57	1	9	N
N73	Residence (1)	67	66	65	1	-1	I
N74	Residence (4)	67	62	62	0	5	N
FS-9	Park	67	64	59	5	-3	N
N75	Residence (3)	67	61	60	1 -	6	N
N76	Residence (3)	67	59	62	-3	-8	N
N77	Residence (4)	67	55	57	2-	12	N
N78	Residence (5)	67	59	60	-1	-8	N
FS-12	Residence (9)	67	54	58	4-	13	N
N79	Residence (6)	67	53	50 _	3	-14	N
FS-11	Residence (4)	67	73	69	4 -	6	I
N80	Residence (6)	67	57	54 _	3	-10	N

**APPENDIX B-2 (CONTINUED)****Traffic Noise Impact Summary—East Segment (On-alignment)**

Entries on the East Segment (On-alignment) are presented below.

Receptor Location (See Exhibit 3 27a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Difference in Future and Existing Noise Levels (Col d minus Col e)	Impact Evaluation	
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level		Difference in Future Noise Levels and NLC (Col d minus Col c)	Impact or No Impact (*)
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N81	Residence (8)	67	69	67	2	2	I
N82	Residence (5)	67	61	59	2	-6	N
N83	Residence (3)	67	69	68	1	2	I
N84	Residence (8)	67	65	63	2	-2	N
N85	Residence (1)	67	71	70	1	4	I
N86	Residence (3)	67	71	71	0	4	I
N87	Residence (3)	67	65	65	0	2	N
N88	Residence (1)	67	71	73	-2	4	I
N89	Residence (12)	67	59	61	2	8	N
N90	Residence (2)	67	69	70	-1	2	I
N91	Residence (5)	67	64	69	5-	3	N
N92	Residence (10)	67	57	60	-3	-10	N
N93	Merrill Park Apt. (6)	67	59	69	10-	8	N
N94	Residence (5)	67	55	63	-8	-12	N
N95	Residence (3)	67	59	69	10-	8	N
FS-13	Residence (5)	67	54	56	-2	-13	N
FS-14	Residence (1)	67	65	73	8 -	2	N
N96	Residence (10)	67	68	67	1	1	I



# APPENDIX B-2 (CONTINUED)

## Traffic Noise Impact Summary—East Segment (On-alignment)

Entries on the East Segment (On-alignment) are presented below.

Receptor Location (See Exhibit 3 27a)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels (Col d minus Col e)	Difference in Future Noise Levels and NLC (Col d minus Col c)	Impact or No Impact (*)
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N97	Residence (7)	67	57	58	1	10	N
N98	Residence (3)	67	63	64	-1	-4	N
N99	Residence (3)	67	75	75	0	8	I
N100	Residence (3)	67	63	65	-2	-4	N
N101	Residence (14)	67	62	60	2	5	N
N102	Residence (6)	67	64	64	0	-3	N
N103	Residence (5)	67	70	76	6	3	I
N104	Residence (5)	67	63	62	1	-4	N
N105	Residence (3)	67	76	73	3	9	I
N106	Residence (2)	67	64	72	-8	-3	N
N107	Residence (2)	67	63	72	9	4	N
N108	Residence (8)	67	64	72	-8	-3	N
N109	Residence (12)	67	65	72	7	2	N
N110	Day Care Center (1)	67	68	63	5	1	I
N111	Restaurant (1)	67	60	63	3	7	N

### Notes:

(\*) Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise

Source – HNTB July 2014

### APPENDIX B-3

#### Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N1	Residence (4)	67	63 / 62	61	2 / 1	4 / -5	N / N
N2	Residence (7)	67	65	62	3	-2	N
N3	Residence (2)	67	65	62	3	2	N
N4	Residence (4)	67	66 / 67	64	2 / 3	-1 / 0	I / I
N5	Residence (6)	67	66	64	2	1	I
N6	Residence (2)	67	66	63	3	-1	I
N7	Residence (6)	67	65	62	3	2	N
N8	Active Sports Area	67	64	61	3	-3	N
N9	Residence (6)	67	64 / 65	64	0 / 1	3 / -2	N / N
N10	Residence (4)	67	64 / 65	65	-1 / 0	-3 / -2	N / N
N11	Residence (3)	67	65 / 66	65	0 / 1	2 / -1	N / I
FS-2	Residence (1)	67	66 / 67	64	2 / 3	-1 / 0	I / I
FS-4	Residence (9)	67	64	60	4	3	N
N12	Residence (6)	67	68	65	3	1	I
N13	Residence (7)	67	70 / 73	72	2 / 1	3 / 6	I / I
N14	Residence (1)	67	71 / 74	73	-2 / 1	4 / 7	I / I
N15	Residence (10)	67	65 / 67	62	3 / 5	2 / 0	N / I
N16	Residence (15)	67	65 / 66	62	3 / 4	-2 / -1	N / I

# APPENDIX B-3 (CONTINUED)

## Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels (Col d minus Col e)	Difference in Future Noise Levels and NLC (Col d minus Col c)	Impact or No Impact (*)
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N17	Residence (5)	67	67 / 70	65	2 / 5	0 / 3	I / I
N18	Residence (2)	67	62 / 64	57	5 / 7	-5 / -3	N / N
N19	Residence (3)	67	67 / 70	66	1 / 4	0 / 3	I / I
N20	Residence (2)	67	65 / 68	60	5 / 8	-2 / 1	N / I
N21	Residence (2)	67	69 / 70	65	4 / 5	2 / 3	I / I
N22	Residence (3)	67	65 / 66	56	9 / 10	-2 / -1	N / I
N23	Residence (4)	67	67	67	0	0	I
N24	Residence (4)	67	63	59	4	-4	N
N25	Residence (3)	67	67	68	1	0	I
N26	Residence (2)	67	63 / 62	65	-2 / -3	-4 / -5	N / N
N27	Residence (2)	67	65	69	4	2	N
N28	Residence (3)	67	67	70	-3	0	I
N29	Residence (4)	67	64	67	3	3	N
N30	Residence (1)	67	71	73	-2	4	I
N31	Residence (9)	67	66	69	3	1	I
N32	Residence (3)	67	63 / 62	75	-12 / -13	-4 / -5	N / N
N33	Residence (1)	67	65 / 64	69	4 / -5	2 / -3	N / N



# APPENDIX B-3 (CONTINUED)

## Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N34	Residence (1)	67	62	78	16	5	N
N35	Residence (2)	67	66 / 65	72	-6 / -7	-1 / -2	I / N
N36	Residence (3)	67	63 / 62	71	8 / -9	4 / -5	N / N
N37	Residence (3)	67	65	67	-2	-2	N
N38	Residence (6)	67	63	67	4 -	4	N
FS-1	Residence (1)	67	63 / 61	69 -	-6 / -8	-4 / -6	N / N
FS-3	Residence (1)	67	63 / 62	62	1 / 0	4 / -5	N / N
N39	Residence (1)	67	63	74	-11	-4	N
N40	Residence (5)	67	64 / 63	70	6 / -7	3 / -4	N / N
N41	Residence (4)	67	61 / 60	65	-4 / -5	-6 / -7	N / N
N42	Residence (3)	67	58	68	10	9	N
N43	Residence (2)	67	59	64 -	-5	-8	N
N44	Residence (1)	67	60	63	3	7	N
N45	Residence (5)	67	61	65	-4	-6	N
N46	Residence (1)	67	66	69	3 -	1	I
N47	Residence (4)	67	64 / 63	64	0 / -1	-3 / -4	N / N
N48	Cemetery	67	69 / 68	65	4 / 3	2 / 1	I / I
N49	Cemetery	67	70 / 69	70	0 / -1	3 / 2	I / I

# APPENDIX B-3 (CONTINUED)

## Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level	Difference in Future and Existing Noise Levels (Col d minus Col e)	Difference in Future Noise Levels and NLC (Col d minus Col c)	Impact or No Impact (*)
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N50	Cemetery	67	76 / 75	78	2 / -3	9 / 8	I / I
FS-6	Cemetery	67	70	70	0	3	I
N51	Cemetery	67	73 / 72	74	1 / -2	6 / 5	I / I
N52	Cemetery	67	67 / 66	65 -	2 / 1	0 / -1	I / I
N53	Cemetery	67	65 / 64	63	2 / 1	2 / -3	N / N
N54	Cemetery	67	64 / 63	61 -	3 / 2	-3 / -4	N / N
FS-5	Cemetery	67	70	68	2	3	I
N55	Residence (4)	67	65 / 64	62	3 / 2	-2 / -3	N / N
N56	Residence (1)	67	69 / 67	68	1 / -1	2 / 0	I / I
N57	Residence (7)	67	67 / 65	64	3 / 1	0 / -2	I / N
N58	Residence (5)	67	72 / 70	71	1 / -1	5 / 3	I / I
FS-8	Residence (1)	67	65 / 63	59	6 / 4	-2 / -4	N / N
N59	Residence (6)	67	67 / 64	61	6 / 3	0 / -3	I / N
FS-7	Residence (1)	67	72 / 70	70	2 / 0	5 / 3	I / I
N60	Residence (2)	67	72 / 71	70	2 / 1	5 / 4	I / I
N61	Residence (2)	67	72 / 69	68	4 / 1	5 / 2	I / I
N62	Residence (2)	67	70 / 68	66	4 / 2	3 / 1	I / I

**APPENDIX B-3 (CONTINUED)****Traffic Noise Impact Summary—West Segment—Double Deck (All Up/Partially Down) Options**

**NOTE:** Single entries in column (d) are presented when the Future Noise Level for the Double Deck alternative All Up option and Partially Down option are the same. Double entries are presented for the Double Deck alternative All Up option and Partially Down option when the noise level differs. The same holds true for columns (f), (g), and “Impact or No Impact”.

Receptor Location (See Exhibit 3 27b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Noise Level Criteria (NLC)	Sound Levels Leq (dBA)		Difference in Future and Existing Noise Levels (Col d minus Col e)	Impact Evaluation	
			2040 Future Noise Level (All Up/Partially Down)	2009 Existing Noise Level		Difference in Future Noise Levels and NLC (Col d minus Col c)	Impact or No Impact (*)
			(d)	(e)	(f)	(g)	
N63	Residence (2)	67	69 / 67	64	5 / 3	2 / 0	I / I
N64	Residence (3)	67	67 / 65	63	4 / 2	0 / -2	I / N
N65	Residence (3)	67	66 / 64	62	4 / 2	1 / -3	I / N
N66	Residence (4)	67	64 / 63	62	2 / 1	-3 / -4	N / N



#### APPENDIX B-4

##### Traffic Noise Impact Summary—East Segment (Off-alignment)

Entries on the East Segment (Off-alignment) are presented below.

Receptor Location (See Exhibit 3 27b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N67	Residence (18)	67	64	60	4	3	N
N68	Residence (1)	67	64	61	3	-3	N
FS-10	Residence (2)	67	71	69	2	4	I
N69	Residence (2)	67	74	71	3	7	I
N70	Residence (1)	67	74	70	4 -	7	I
N71	Residence (6)	67	61	60	1	-6	N
N72	Residence (6)	67	58	57	1	9	N
N73	Residence (1)	67	66	65	1	-1	I
N74	Residence (4)	67	62	62	0	5	N
FS-9	Park	67	57	59	-2	-10	N
N75	Residence (3)	67	56	60	4-	11	N
N76	Residence (3)	67	57	62	-5	-10	N
N77	Residence (4)	67	54	57	3-	13	N
N78	Residence (5)	67	59	60 _	-1	-8	N
FS-12	Residence (9)	67	54	58	4 -	13	N
N79	Residence (6)	67	54	50 _	4	-13	N
FS-11	Residence (4)	67	68	69	1 -	1	I
N80	Residence (6)	67	58	54 _	4	-9	N

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# APPENDIX B-4 (CONTINUED)

## Traffic Noise Impact Summary—East Segment (Off-alignment)

Entries on the East Segment (Off-alignment) are presented below.

Receptor Location (See Exhibit 3 27b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N81	Residence (8)	67	69	67	2	2	I
N82	Residence (5)	67	61	59	2	-6	N
N83	Residence (3)	67	66	68	2	1	I
N84	Residence (8)	67	62	63	-1	-5	N
N85	Residence (1)	67	66	70	4	1	I
N86	Residence (3)	67	67	71 _	-4	0	I
N87	Residence (3)	67	63	65	2 -	4	N
N88	Residence (1)	67	68	73 _	-5	1	I
N89	Residence (12)	67	60	61	1 -	7	N
N90	Residence (2)	67	67	70 _	-3	0	I
N91	Residence (5)	67	66	69	3 -	1	I
N92	Residence (10)	67	60	60 _	0	-7	N
N93	Merrill Park Apt. (6)	67	65	69	4 -	2	N
N94	Residence (5)	67	63	63 _	0	-4	N
N95	Residence (3)	67	67	69	2 -	0	I
FS-13	Residence (5)	67	58	56 _	2	-9	N
FS-14	Residence (1)	67	72	73	1 -	5	I
N96	Residence (10)	67	69	67 _	2	2	I

# APPENDIX B-4 (CONTINUED)

## Traffic Noise Impact Summary—East Segment (Off-alignment)

Entries on the East Segment (Off-alignment) are presented below.

Receptor Location (See Exhibit 3 27b)	Number of Residences, Schools, etc., Typical of this Receptor Site	Sound Levels Leq (dBA)			Impact Evaluation		
		Noise Level Criteria (NLC)	2040 Future Noise Level	2009 Existing Noise Level	Difference in Future and Existing Noise Levels	Difference in Future Noise Levels and NLC	Impact or No Impact (*)
					(Col d minus Col e)	(Col d minus Col c)	
(a)	(b)	(c)	(d)	(e)	(f)	(g)	
N97	Residence (7)	67	60	58	2	7	N
N98	Residence (3)	67	67	64	3	0	I
N99	Residence (3)	67	77	75	2	10	I
N100	Residence (3)	67	71	65	6	4	I
N101	Residence (14)	67	63	60	3	4	N
N102	Residence (6)	67	68	64	4	1	I
N103	Residence (5)	67	75	76	1	8	I
N104	Residence (5)	67	64	62	2	-3	N
N105	Residence (3)	67	69	73	4	2	I
N106	Residence (2)	67	64	72	-8	-3	N
N107	Residence (2)	67	64	72	8	3	N
N108	Residence (8)	67	65	72	-7	-2	N
N109	Residence (12)	67	66	72	6	1	I
N110	Day Care Center (1)	67	68	63	5	1	I
N111	Restaurant (1)	67	63	63	0	4	N

### Notes:

(\*) Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise

Source—HNTB July 2014



## Appendix C

### Mobile Source Air Toxics

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## Mobile Source Air Toxics

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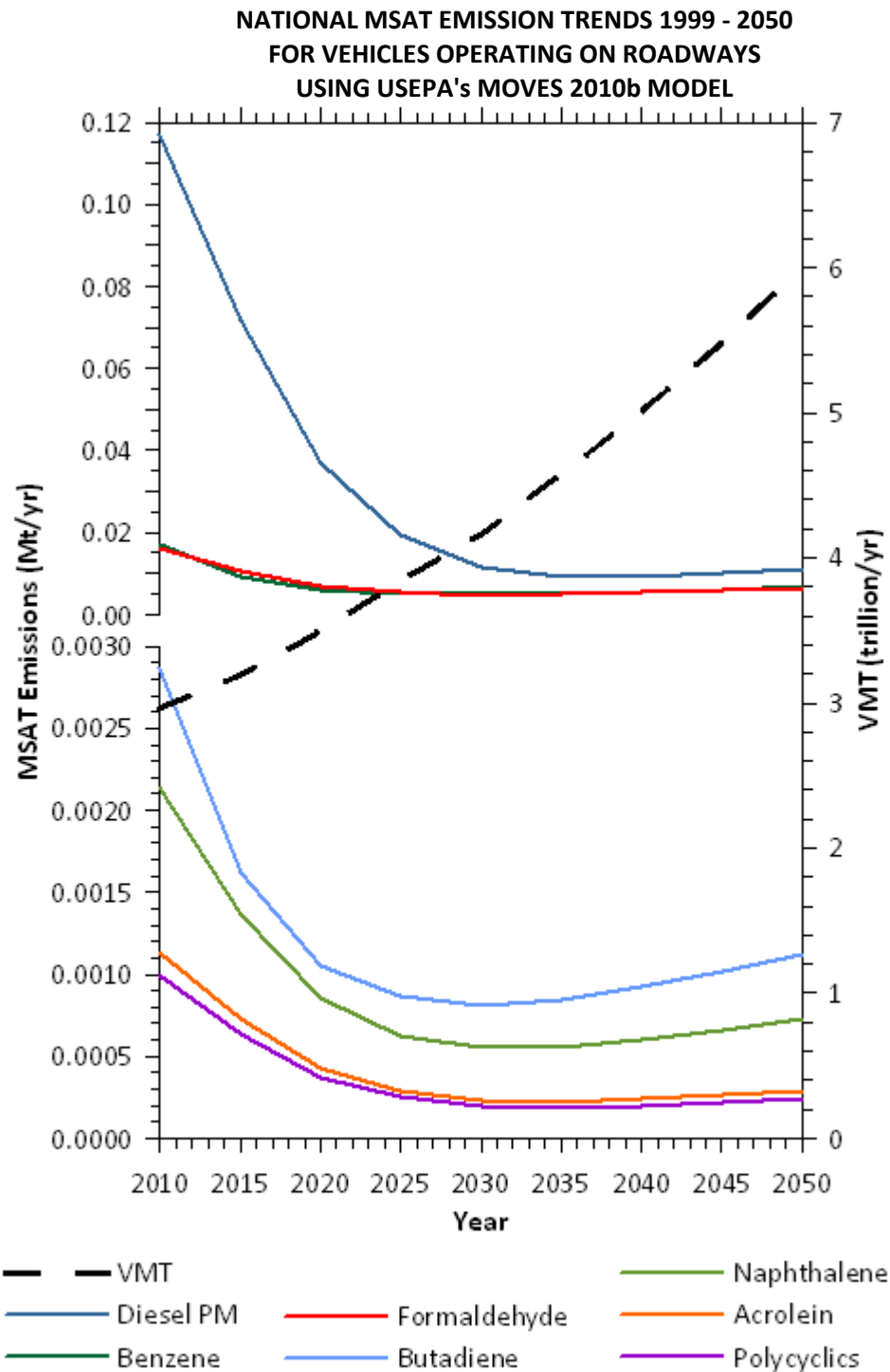
In December 2012, the Federal Highway Administration (FHWA) issued updated guidance for the analysis of mobile source air toxics (MSATs) in the National Environmental Policy Act (NEPA) process for highway projects (*Interim Guidance Update on Air Toxic Analysis in NEPA Documents*). The following language is taken from these guidance documents.

In addition to the criteria air pollutants for which there are the National Ambient Air Quality Standards, the U.S. Environmental Protection Agency (USEPA) also regulates air toxics. Most air toxics originate from human-made sources, including on-road mobile sources, non-road mobile sources (e.g., airplanes), area sources (e.g., dry cleaners), and stationary sources (e.g., factories or refineries).

Controlling air toxic emissions became a national priority with the passage of the Clean Air Act Amendments of 1990, whereby Congress mandated that USEPA regulate 188 air toxics, also known as hazardous air pollutants. USEPA has assessed this expansive list in its latest rule on the Control of Hazardous Air Pollutants from Mobile Sources (*Federal Register*, Vol. 72, No. 37, page 8430, February 26, 2007) and identified a group of 93 compounds emitted from mobile sources that are listed in their Integrated Risk Information System (IRIS) (<http://cfcpub.epa.gov/ncea/iris/index.cfm>). In addition, USEPA identified seven compounds with significant contributions from mobile sources that are among the national and regional-scale cancer risk drivers from its 1999 National Air Toxics Assessment (<http://www.epa.gov/ttn/atw/nata1999/>). These are *acrolein, benzene, 1,3-butadiene, diesel particulate matter plus diesel exhaust organic gases (diesel PM), formaldehyde, naphthalene, and polycyclic organic matter*. While FHWA considers these the priority MSATs, the list is subject to change and may be adjusted in consideration of future USEPA rules.

Based on an FHWA analysis using USEPA's MOVES2010b model, as shown in Figure C-1, even if vehicle-miles travelled (VMT) increases by 102 percent as assumed from 2010 to 2050, a combined reduction of 83 percent in the total annual emissions for the priority MSAT is projected for the same time period.

FIGURE C-1  
MSAT Trends



Source: USEPA MOVES2010b model runs conducted during May - June 2012 by FHWA.

Note: Trends for specific locations may be different, depending on locally derived information representing vehicle-miles travelled, vehicle speeds, vehicle mix, fuels, emission control programs, meteorology, and other factors.

## MSAT Research

Air toxics analysis is a continuing area of research. While much work has been done to assess the overall health risk of air toxics, many questions remain unanswered. In particular, the tools and techniques for assessing project-specific health outcomes as a result of lifetime MSAT exposure remain limited. These limitations impede the



ability to evaluate how potential public health risks posed by MSAT exposure should be factored into project-level decision making within the context of NEPA.

Nonetheless, air toxics concerns continue to be raised on highway projects during the NEPA process. Even as the science emerges, we are duly expected by the public and other agencies to address MSAT impacts in our environmental documents. FHWA, USEPA, the Health Effects Institute (HEI), and others have funded and conducted research studies to try to more clearly define potential risks from MSAT emissions associated with highway projects. FHWA will continue to monitor the developing research in this field.

## Consideration of MSAT in NEPA Documents

The FHWA developed a tiered approach with three categories for analyzing MSAT in NEPA documents, depending on specific project circumstances:

1. No analysis for projects with no potential for meaningful MSAT effects
2. Qualitative analysis for projects with low potential MSAT effects
3. Quantitative analysis to differentiate alternatives for projects with higher potential MSAT effects.

For projects warranting MSAT analysis, the seven priority MSATs should be analyzed.

The proposed I-94 East-West Corridor Study project, with design-year average annual daily traffic (AADT) in excess of 150,000 vehicles per day, meets FHWA's criteria for a quantitative analysis. Therefore, a quantitative analysis of potential MSAT emissions for the seven priority MSATs was prepared for the existing condition (2008) and No-Build and Build Alternatives (2025 opening year and 2040 design year).

## Quantitative MSAT Analysis

A quantitative analysis was completed to provide a basis for identifying and comparing the potential differences among MSAT emissions—if any—from the various alternatives.

### Scope and Methodology

The quantitative MSAT analysis estimates the annual emissions of the seven priority MSATs as a function of VMT and MSAT emission rates developed by MOVES2010b. The simplest scope of analysis would be to only calculate emissions for roadway segments that would be constructed as part of the project. However, this methodology would not consider the influence of the proposed project on the surrounding areas. Therefore, it is more appropriate to define an Affected Transportation Network to better capture the MSAT emissions that would be generated as a result of the project. This network would include the proposed project plus other transportation links where traffic volumes are expected to change as a result of the project.

The Affected Transportation Network (MSAT Study Area) was based on the project-level traffic forecast area developed by the Southeastern Wisconsin Regional Planning Commission. According to FHWA, the typical accuracy threshold of travel-demand forecasting is plus or minus 5 percent AADT. Also, changes of plus or minus 5 percent AADT can affect changes of plus or minus 10 percent or more in emissions on congested roadways. Since the project-level traffic forecast network was established for the I-94 East-West study area, it was used in the MSAT analysis. The network, in addition to I-94, also included major arterials that intersected or crossed the study-area freeway system, along with parallel roads as far west as 92<sup>nd</sup> Street, as far east as 16<sup>th</sup> Street, and from Lincoln Avenue on the south to North Avenue on the north.

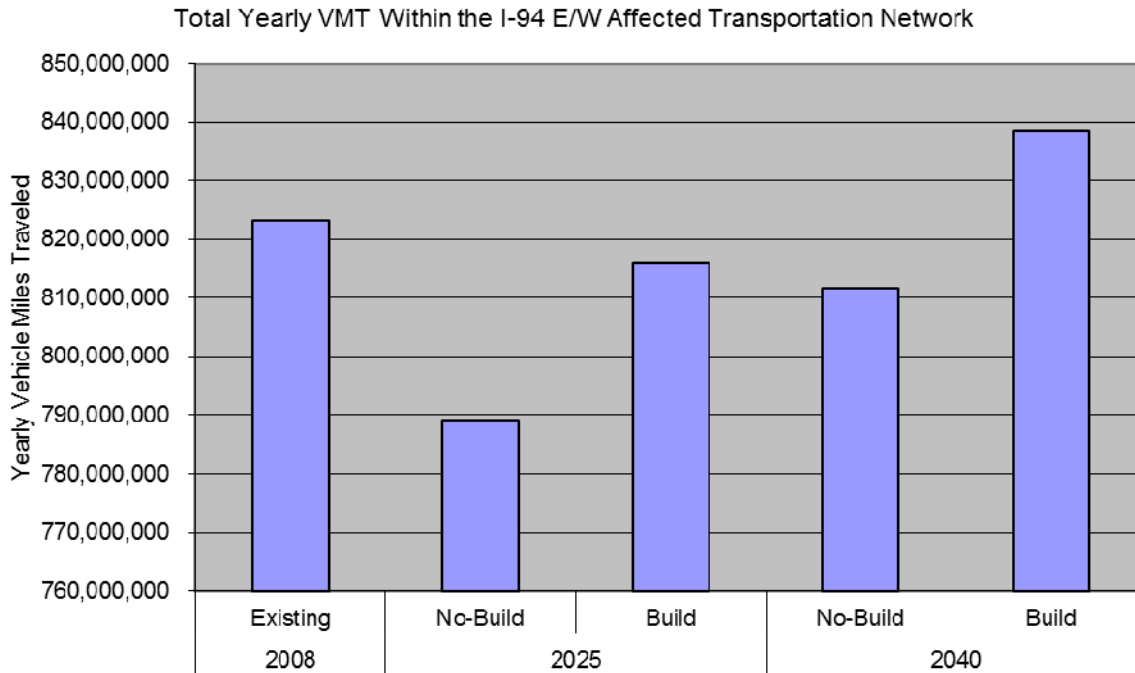
The MSAT analysis years included the base year (2008), first full opening year (2025), and design year (2040) for the No-Build Alternative and the Build Alternative. The MSAT emissions analysis was completed using the current version of USEPA's MOVES2010b.

## MSAT Analysis Results

The amount of MSATs emitted in the region would be proportional to VMT. However, because of improvements in emissions technologies, total MSAT emissions will decline over time, even while VMT increases.

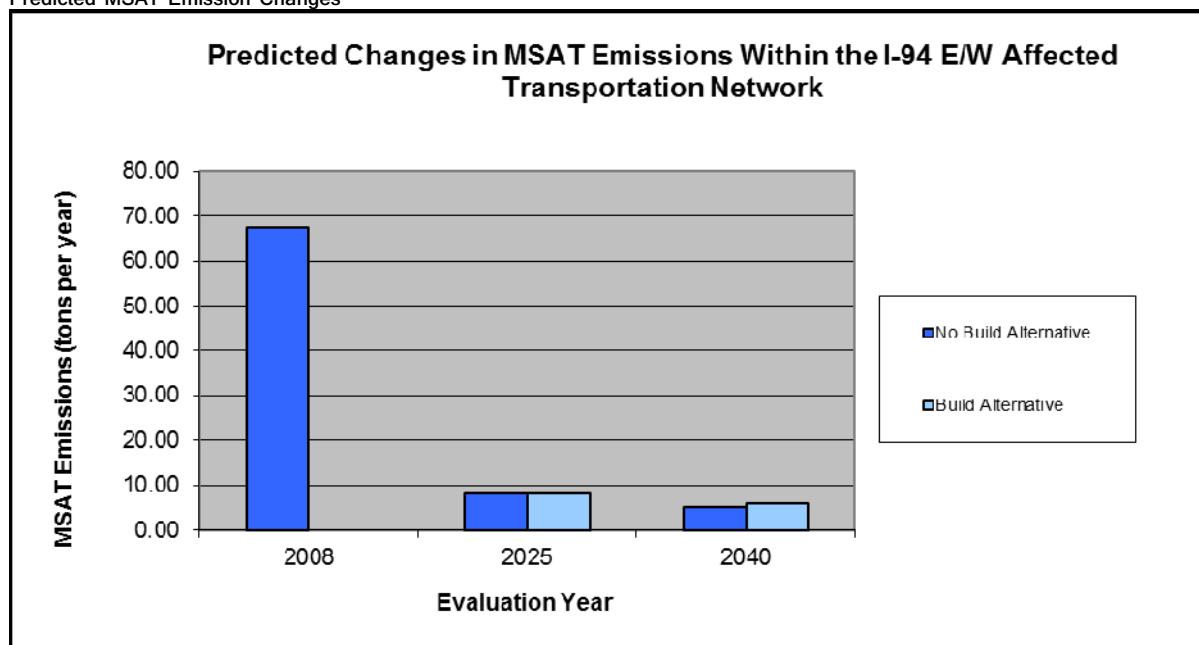
Within the Affected Transportation Network, VMT is expected to increase by 1.9 percent between 2008 and 2040. The estimated VMT in 2040 with the Build Alternative would be 3.3 percent greater than the No-Build Alternative (Figure C-2). This additional VMT contributes to the Build Alternative having slightly higher MSAT emissions compared to the No-Build Alternative.

FIGURE C-2  
Yearly VMT



Under the build alternative, MSAT emissions will be lower than present levels in the design year as a result of USEPA's national control programs. On a national basis, a combined reduction of 72 percent in the total annual emission rate for the priority MSAT is projected from 1999 to 2050. Local conditions may differ from these national projections in terms of fleet mix and turnover, VMT growth rates, and local control measures. However, the magnitude of the USEPA-projected reductions is so great (even after accounting for VMT growth) that MSAT emissions are lower in the future. As shown in Figure C-3, MSAT emissions in the Affected Transportation Network are predicted to decrease by 91 percent between 2008 and 2040, despite a 2 percent increase in VMT. Figure C-3 also indicates that the differences in MSAT emissions between the No-Build Alternative and Build Alternative is relatively small, varying by just 0.1 ton per year in 2025 and only 0.89 ton per year in 2040. The slightly greater MSAT emissions in 2040 associated with the Build Alternative compared to the No-Build Alternative are the result of a 3.3 percent increase in VMT.

FIGURE C-3  
Predicted MSAT Emission Changes



As shown in Table C-1, the greatest reduction in MSAT emissions is expected for Diesel Particulate Matter (Diesel PM). Smaller reductions are anticipated for the remaining pollutants. Variations between the No-Build Alternative and Build Alternative are minor.

TABLE C-1  
MSAT Analysis

	2008	2025		2040		Percent Change 2008 to 2040
	Existing	No-Build	Build	No-Build	Build	
Vehicle Miles Traveled (VMT)	823,162,864	789,066,773	816,136,252	811,694,485	838,521,402	1.9%
MSAT Pollutant	(Tons per Year)					
Acrolein	0.49	0.08	0.08	0.06	0.06	-87%
Benzene	7.00	1.71	1.72	1.76	2.13	-70%
1,3 Butadiene	1.04	0.25	0.25	0.26	0.27	-74%
Diesel PM	50.71	4.24	4.32	1.84	1.93	-96%
Formaldehyde	6.89	1.56	1.57	0.96	1.38	-80%
Naphthalene	0.87	0.18	0.18	0.15	0.16	-82%
Polycyclics	0.46	0.07	0.08	0.06	0.06	-86%
Totals	67.47	8.09	8.19	5.10	5.99	-91%

Note: Totals may not add correctly due to rounding

The additional travel lanes contemplated as part of the Build Alternative will have the effect of moving traffic closer to some homes and businesses; therefore, there may be localized areas where ambient concentrations of MSATs could be higher compared to the No-Build Alternative. Also, MSATs will be lower in other locations when traffic shifts away from them. However, as discussed below, the magnitude and the duration of these potential increases compared to the No-Build alternative cannot be reliably quantified due to the inherent deficiencies of current models.



In summary, MSAT emissions in 2040 are expected to be relatively similar under the Build Alternative relative to the No-Build Alternative. In comparing the Build Alternative to the No-Build Alternative, MSAT levels could be higher in some locations than others, but current tools and science are not adequate to reliably quantify them. However, on a regional basis, USEPA's vehicle and fuel regulations, coupled with fleet turnover, will over time cause substantial reductions that will cause region-wide MSAT levels to be significantly lower than today. As this analysis shows, despite VMT increases from 2008 to 2040, MSAT emissions are still anticipated to decline considerably over the same period. The proposed project would not interfere with the substantial emissions reductions forecasted in the project area due to the implementation of USEPA's regulations.

### Incomplete or Unavailable Information for Project-Specific MSAT Health Impacts Analysis

In FHWA's view, information is incomplete or unavailable to credibly predict the project-specific health impacts due to changes in MSAT emissions associated with a proposed set of highway alternatives. The outcome of such an assessment, adverse or not, would be influenced more by the uncertainty introduced into the process through assumption and speculation rather than any genuine insight into the actual health impacts directly attributable to MSAT exposure associated with a proposed action.

USEPA is responsible for protecting the public health and welfare from any known or anticipated effect of an air pollutant. It is the lead authority for administering the Clean Air Act and its amendments and has specific statutory obligations with respect to hazardous air pollutants and MSAT. USEPA is in the continual process of assessing human health effects, exposures, and risks posed by air pollutants. It maintains the Integrated Risk Information System (IRIS), which is "a compilation of electronic reports on specific substances found in the environment and their potential to cause human health effects" (USEPA, <https://www.epa.gov/iris/>). Each report contains assessments of noncancerous and cancerous effects for individual compounds and quantitative estimates of risk levels from lifetime oral and inhalation exposures with uncertainty spanning perhaps an order of magnitude.

Other organizations are also active in the research and analyses of the human health effects of MSAT, including the HEI. Two HEI studies are summarized in Appendix D of FHWA's *Interim Guidance Update on Mobile Source Air Toxic Analysis in NEPA Documents*. Among the adverse health effects linked to MSAT compounds at high exposures are cancer in humans in occupational settings; cancer in animals; and irritation to the respiratory tract, including the exacerbation of asthma. Less obvious are the adverse human health effects of MSAT compounds at current environmental concentrations (HEI, <http://pubs.healtheffects.org/view.php?id=282>) or in the future as vehicle emissions substantially decrease (HEI, <http://pubs.healtheffects.org/view.php?id=306>).

The methodologies for forecasting health impacts include emissions modeling; dispersion modeling; exposure modeling; and then final determination of health impacts—each step in the process building on the model predictions obtained in the previous step. All are encumbered by technical shortcomings or uncertain science that prevents a more complete differentiation of the MSAT health impacts among a set of project alternatives. These difficulties are magnified for lifetime (i.e., 70-year) assessments, particularly because unsupportable assumptions would have to be made regarding changes in travel patterns and vehicle technology (which affects emissions rates) over that time frame, since such information is unavailable.

It is particularly difficult to reliably forecast 70-year lifetime MSAT concentrations and exposure near roadways; to determine the portion of time that people are actually exposed at a specific location; and to establish the extent attributable to a proposed action, especially given that some of the information needed is unavailable.

There are considerable uncertainties associated with the existing estimates of toxicity of the various MSAT, because of factors such as low-dose extrapolation and translation of occupational exposure data to the general population, a concern expressed by HEI (<http://pubs.healtheffects.org/view.php?id=282>). As a result, there is no national consensus on air dose-response values assumed to protect the public health and welfare for MSAT compounds, and in particular for diesel PM. USEPA (<http://www.epa.gov/ttnatw01/nata/perspect.html>) and the HEI ([http://www.arb.ca.gov/diesel/tru/documents/health\\_effects\\_diesel\\_exhaust-hei\\_perspective.pdf](http://www.arb.ca.gov/diesel/tru/documents/health_effects_diesel_exhaust-hei_perspective.pdf)) have not established a basis for quantitative risk assessment of diesel PM in ambient settings.

There is also the lack of a national consensus on an acceptable level of risk. The current context is the process used by USEPA as provided by the Clean Air Act to determine whether more stringent controls are required in order to provide an ample margin of safety to protect public health or to prevent an adverse environmental effect for industrial sources subject to the maximum achievable control technology standards, such as benzene emissions from refineries. The decision framework is a two-step process. The first step requires USEPA to determine a “safe” or “acceptable” level of risk due to emissions from a source, which is generally no greater than approximately 100 in a million. Additional factors are considered in the second step, the goal of which is to maximize the number of people with risks less than 1 in a million due to emissions from a source. The results of this statutory two-step process do not guarantee that cancer risks from exposure to air toxics are less than 1 in a million; in some cases, the residual risk determination could result in maximum individual cancer risks that are as high as approximately 100 in a million. In a June 2008 decision, the U.S. Court of Appeals for the District of Columbia Circuit upheld USEPA’s approach to addressing risk in its two-step decision framework. Information is incomplete or unavailable to establish that even the largest of highway projects would result in levels of risk greater than safe or acceptable.

Because of the limitations in the methodologies for forecasting health impacts described, any predicted difference in health impacts between alternatives is likely to be much smaller than the uncertainties associated with predicting the impacts. Consequently, the results of such assessments would not be useful to decision makers, who would need to weigh this information against project benefits, such as reducing traffic congestion, accident rates, and fatalities, plus improved access for emergency response, that are better suited for quantitative analysis.

In this appendix, FHWA and WisDOT have provided a quantitative analysis of MSAT emissions relative to the No-Build and Build Alternative. FHWA and WisDOT have acknowledged that the project may result in increased exposure to MSAT emissions in certain locations, although the concentrations and duration of exposures are uncertain, and because of this uncertainty, the health effects from these emissions cannot be reliably estimated.

## **Federal Agencies**

D-1, USEPA, July 10, 2012  
D-2, USEPA, October 1, 2012  
D-3, USEPA, November 28, 2012  
D-4, USEPA, June 24, 2013  
D-5, USEPA, August 19, 2013  
D-6, USEPA, July 14, 2014  
D-7, U.S. Fish and Wildlife Service, July 26, 2012  
D-8, U.S. Fish and Wildlife Service, April 17, 2012  
D-9, Advisory Council on Historic Preservation, February 14, 2013  
D-10, National Park Service, July 6, 2012  
D-11, National Park Service, September 7, 2012  
D-12, National Park Service, December 3, 2012  
D-13, National Park Service, May 9, 2013  
D-14, FHWA to National Park Service, May 23, 2013  
D-15, FHWA to National Park Service, June 3, 2013  
D-16, National Park Service, June 9 2013  
D-17, National Park Service, May 1, 2014  
D-18, WisDOT to National Park Service, May 21, 2014  
D-19, National Park Service, July 14, 2014  
D-20, Corps of Engineers, July 25, 2012  
D-21, Corps of Engineers, September 28, 2012  
D-22, Corps of Engineers, November 26, 2012  
D-23, Corps of Engineers, June 25, 2013  
D-24, Corps of Engineers, July 15, 2014  
D-25, National Cemetery Administration, September 4, 2012  
D-26, National Cemetery Administration, November 9, 2012  
D-27, Department of Veterans Affairs, July 25, 2013  
D-28, Department of Veterans Affairs, October 30, 2013  
D-29, WisDOT to National Cemetery Administration, April 11, 2014  
D-30, National Cemetery Administration, April 25, 2014  
D-31, WisDOT to National Cemetery Administration, April 29, 2014  
D-32, National Cemetery Administration, June 4, 2014  
D-33, FHWA to National Cemetery Administration, September 26, 2014  
D-34, National Cemetery Administration, October 15, 2014  
D-35, FHWA, August 16, 2013  
D-36, Forest County Potawatomi Community, September 27, 2012  
D-37, Forest County Potawatomi Community, February 4, 2013  
D-38, Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin, May 20 2013  
D-39, Congresswoman Gwen Moore, District 4, Wisconsin, July 18, 2014  
D-40, FHWA to Congresswoman Gwen Moore, September 19, 2014

## **Appendix D**

# **Agency Coordination Prior to Draft EIS**

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## **State and Local Agencies**

D-41, DNR, July 30, 2012  
D-42, DOT, September 17, 2012  
D-43, DNR, October 1, 2012  
D-44, DNR, December 3, 2012  
D-45, DNR, July 1, 2013  
D-46, DNR, July 17, 2014  
D-47, Wisconsin Historical Society, May 14, 2014  
D-48, SEWRPC, July 3, 2012  
D-49, SEWRPC, December 3, 2012  
D-50, SEWRPC, July 12, 2013  
D-51, Milwaukee County, July 26, 2013  
D-52, Milwaukee County Board, Undated  
D-53, City of Milwaukee, July 25, 2012  
D-54, City of Milwaukee, October 1, 2012  
D-55, City of Milwaukee, December 4, 2012  
D-56, City of Milwaukee, March 1, 2013  
D-57, City of Milwaukee, Undated  
D-58, WisDOT to City of Milwaukee, May 13, 2013  
D-59, City of Milwaukee, April 10, 2013  
D-60, City of Milwaukee, May 21, 2013  
D-61, WisDOT to City of Milwaukee, June 11, 2013  
D-62, City of Milwaukee, July 15, 2013  
D-63, City of Milwaukee, August 29, 2013  
D-64, City of Milwaukee, September 25, 2013  
D-65, WisDOT to City of Milwaukee, October 24, 2013  
D-66, City of Milwaukee, May 22, 2014  
D-67 City of West Allis, July 2, 2012  
D-68, City of West Allis, August 21, 2012  
D-69, City of West Allis, January 14, 2013  
D-70, WisDOT to City of West Allis, February 28, 2013  
D-71, City of West Allis, May 24, 2013  
D-72, City of West Allis, June 6, 2013  
D-73, City of West Allis, June 6, 2013  
D-74, City of West Allis, June 4, 2013  
D-75, WisDOT to City of West Allis, June 18, 2013  
D-76, City of West Allis, June 26, 2014  
D-77, School District of West Milwaukee, September 6, 2012  
D-78, Milwaukee Metropolitan Sewerage District, February 14, 2014



## UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 5  
77 WEST JACKSON BOULEVARD  
CHICAGO, IL 60604-3590

JUL 10 2012

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock  
Federal Highway Administration – Wisconsin Division  
525 Junction Road, Suite 8000  
Madison, Wisconsin 53717-2157

Re: **Participating Agency Request for I-94 East-West Corridor, 70<sup>th</sup> Street to 25<sup>th</sup> Street,  
Milwaukee County, Wisconsin**

Dear Ms. Bacher-Gresock:

The U.S. Environmental Protection Agency has received the July 2, 2012 letter in which the Federal Highway Administration (FHWA), in cooperation with the Wisconsin Department of Transportation (WisDOT), invited EPA to be a participating agency for the above-mentioned project.

FHWA and WisDOT will prepare an environmental impact statement (EIS) for transportation improvements on I-94 between 70<sup>th</sup> Street and 25<sup>th</sup> Street in the City of Milwaukee, Wisconsin. Proposed improvements will address growing local and regional traffic volumes and deteriorating roadway conditions, enhancing traffic flow and safety.

The purpose of this letter is to formally agree to be a participating agency for this project. As a participating agency, EPA agrees to provide project-related input on our area of expertise, which includes, but is not limited to, wetlands, stormwater management, water quality, environmental justice, and air quality. We agree to provide input on impact assessment and methodology, participate in coordination meetings, calls, and field visits, and provide comment on preliminary information developed for the EIS. Specifically, we look to provide information on purpose and need, alternatives considered, anticipated impacts, and mitigation. EPA retains its independent review and comment function under Section 309 of the Clean Air Act. During the formal EIS comment period, we will submit comments on this project, as we do for all Federal EISs.

We are committed to working with FHWA and WisDOT on this project to reduce impacts to the environment. Thank you for providing us this opportunity. Should you have any questions,

please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or  
poole.elizabeth@epa.gov.

3/23/01

Sincerely,



Kenneth A. Westlake, Chief  
NEPA Implementation Section  
Office of Enforcement and Compliance Assurance

Cc: Jason Lynch, P.E., WisDOT Southeast Region  
Jay Waldschmidt P.E., WisDOT Environmental Services Section





UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 5

77 WEST JACKSON BOULEVARD

CHICAGO, IL 60604-3590

OCT 01 2012

REPLY TO THE ATTENTION OF:

E-19J

Dobra Payant  
Wisconsin Department of Transportation  
Southeast Region  
141 N.W. Barstow Street  
Waukesha, Wisconsin 53203

**Re: Draft Agency Coordination Plan and Impact Analysis Methodology for I-94 East-West Freeway (70<sup>th</sup> Street to 25<sup>th</sup> Street) Milwaukee County, Wisconsin**

Dear Ms. Payant:

The United States Environmental Protection Agency has reviewed the draft Agency Coordination Plan (CP) and the draft Impact Analysis Methodology (IAM) for the above-mentioned project and its environmental impact statement (EIS). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508) and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) are developing alternatives to address deficiencies along the I-94 East-West Freeway and Stadium Interchange Corridor in Milwaukee County. The study area includes several interchanges on I-94, including the Stadium Interchange at I-94, US 41, and WIS 341/Miller Parkway. The following comments reflect our thoughts on the draft CP and IAM.

Draft Coordination Plan for Agency and Public Involvement

Given the proximity of the project area to Veterans Affairs facilities and several cemeteries, including the Wood National Cemetery (which is listed on the National Register of Historic Places and is a National Historic Landmark), EPA recommends additional information be provided regarding consultation with the Department of Veterans Affairs (VA) and the Wisconsin Historical Society (WHS). The draft CP mentions a call with VA, but does not discuss results of this communication. Based on Table 2.3, neither VA nor WHS agreed to be a participating agency. EPA encourages enhanced coordination to ensure these parties are actively engaged.

## Draft Impact Analysis Methodology

### *Aquatic Resources*

Based on the proposed project corridor, it appears that aquatic resources within the project area are considered to be Primary Environmental Corridors or Advanced Identification (ADID) Wetlands, which are generally considered unsuitable for the discharge of dredged and fill material. ADID wetlands are identified due to their importance in protecting the region's surface water quality, benefits to floodplains, and overall high environmental quality. FHWA and WisDOT should coordinate with the Wisconsin Department of Natural Resources (WDNR), the U.S. Army Corps of Engineers (USACE), and EPA on any ADID wetland issues, including potential impacts to ADID wetlands. Section 12 of the draft IAM should be updated to state that a detailed discussion of ADID wetland impacts will be included in the draft EIS. Further, EPA recommends that any proposed conceptual mitigation be sited within the urban watershed that will be impacted by this project. Recent ecosystem restoration projects along the Menomonee River, such as those being undertaken by USACE, provide an excellent opportunity for this type of mitigation (details below).

The proposed project is within the Milwaukee River Estuary, which is an EPA-designated Great Lakes Area of Concern (AOC). This includes the portion of the Menomonee River that bisects I-94 east of the US 41 interchange. The AOC is identified, in part, because of low dissolved oxygen levels, contaminated sediments, and degradation of fish and wildlife populations. Any work done in or near bodies of water has the potential to contribute to existing water quality concerns. Sections 12 and 13 of the IAM should be updated to include analyses of water resources based on the project area being within the Milwaukee River Estuary AOC.

In an email dated July 19, 2012, EPA supplied WisDOT and FHWA with a copy of the EPA scoping letter sent to USACE concerning the proposed ecosystem restoration project on the Menomonee River. Because this ecosystem restoration project is within the proposed I-94 project area, we recommend that both Sections 12 and 13 of the IAM include language committing to coordinate with USACE so that mitigation efforts for this project as well as the USACE's other restoration projects are not damaged or detrimentally affected during construction along I-94.

### *Air Conformity*

EPA requests the raw annual average daily traffic (AADT) and diesel truck/bus traffic numbers be included in the final IAM. EPA points to question 13 of FHWA's Frequently Asked Questions (FAQ) on PM<sub>2.5</sub> Project-Level Conformity and Hot-Spot Analyses, which state that a proposed project could have a diesel vehicle traffic rate under 8% but still be over the 10,000 vehicle threshold equivalent to 8% of an AADT of 125,000. Because the proposed project has a future AADT "higher than 125,000," the rate could still be under 8% but over 10,000. The



answer to question 13 of the FAQ notes that anything over the 8% equivalent (or 10,000 vehicles) should be considered "a project of air quality concern." The final IAM should include these numbers to clarify whether the project falls above these thresholds. If this is the case, EPA recommends a hot-spot analysis be included in the project specific methodology. Before making a determination, please consider agency consultation with the resource agencies, including EPA.

#### *Environmental Justice*

EPA notes the general and project specific methodologies as covering the range of potential impacts to communities living with environmental justice concerns. Based on EPA's data, we note that environmental justice concerns are more concentrated on the eastern side of US 41. We recommend census-tract level analysis, rather than considering environmental justice issues wholly spanning the length of the corridor. This ensures that environmental justice concerns are clearly assessed, where present, and that outreach and mitigation can be targeted where it will be most effective.

#### *Cemetery/Burial Site Impact Methodology*

EPA recommends that the methodology described in Section 9 of the IAM also include analyses of noise and aesthetic impacts from the proposed project to the adjacent cemeteries.

Thank you in advance for your consideration of our comments. We are committed to working with FHWA and WisDOT on this project to reduce impacts to the environment. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov. We look forward to reviewing the final CP and IAM and all future NEPA documentation.

Sincerely,

*Kathleen Kowal*

for  
Kenneth A. Westlake  
Chief, NEPA Implementation Section  
Office of Enforcement and Compliance Assurance

Enclosure: EPA letter to USACE, Menomonee River Ecosystem Restoration (Scoping)

cc: Bethaney Bacher-Gresock, Federal Highway Administration, Wisconsin Division  
Anthony Jernigan, U.S. Army Corps of Engineers  
Michael Thompson, Wisconsin Department of Natural Resources  
Michael Stevens, Wisconsin Historical Society  
Bill Jankowski, Department of Veterans Affairs  
Carol Edmondson, National Park Service





UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION 5  
77 WEST JACKSON BOULEVARD  
CHICAGO, IL 60604-3590

NOV 28 2012

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock  
Federal Highway Administration  
Wisconsin Division  
525 Junction Road  
Suite 800  
Madison, Wisconsin 53717

**Re: Draft Purpose and Need Statement for I-94 East-West Freeway (70<sup>th</sup> Street to 25<sup>th</sup> Street) Milwaukee County, Wisconsin**

Dear Ms. Bacher-Gresock:

The United States Environmental Protection Agency has reviewed the draft Purpose and Need statement for the above-mentioned project and its environmental impact statement (EIS). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) are developing alternatives to address deficiencies along the I-94 East-West Freeway and Stadium Interchange Corridor in Milwaukee County. The study area includes several interchanges on I-94, including the Stadium Interchange at I-94, US 41, and WIS 341/Miller Parkway. EPA recommends several clarifying points on the draft Purpose and Need statement.

- Page 1-1 states: "Therefore, some reconstruction of I-94 east of 25<sup>th</sup> street may be required to match the proposed I-94 east-west improvements to the already completed Marquette Interchange." Currently, the draft purpose and need details 25<sup>th</sup> Street as the eastern terminus of the project area. EPA recommends the terminus be extended further east to incorporate needed additional reconstruction in order to match proposed improvements to the Marquette Interchange. EPA views any such reconstruction as a connected action to the proposed project.
- EPA recommends the document clarify whether the projects listed in section 1.1.3 are incorporated into the discussions and analysis of area conditions and level of service projections. For example, once implemented, will improvements to the Zoo Interchange

improve any crash rates, levels of service (existing or projected), or deficiencies in the project area? Specific to segments of US 41, do exhibits 1-14 through 1-17 and level of service projections take into account improvements to US 41 as a result of the proposed and future conversion project? *ATTN: E O VOM*

- EPA recommends the document clarify whether the proposed project will strive for American Association of State Highway and Transportation Officials (AASHTO) or WisDOT design criteria in developing and ultimately selecting a preferred alternative. Both are used to compare existing conditions to minimum recommended design standards.
- EPA recommends the document clarify whether a threshold exists regarding bridge evaluation per the Structural Evaluation Appraisal Rating described on page 1-31 and whether such a threshold, if one exists, will be applied to the bridges in the project area. For example, should all bridges be at least above a six (or some other number) after reconstruction per AASHTO or WisDOT standards?

Thank you in advance for your consideration of our comments. We are committed to working with FHWA and WisDOT on this project to reduce impacts to the environment. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov. We look forward to reviewing the final Purpose and Need statement and all future NEPA documentation.

Sincerely,

*Kathleen Kowal*

*9012* Kenneth A. Westlake  
Chief, NEPA Implementation Section  
Office of Enforcement and Compliance Assurance

cc: Dobra Payant, Wisconsin Department of Transportation  
Anthony Jernigan, U.S. Army Corps of Engineers  
Michael Thompson, Wisconsin Department of Natural Resources  
Michael Stevens, Wisconsin Historical Society  
Bill Jankowski, Department of Veterans Affairs  
Carol Edmondson, National Park Service



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION 5  
77 WEST JACKSON BOULEVARD  
CHICAGO, IL 60604-3590

JUN 24 2013

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock  
Federal Highway Administration  
Wisconsin Division  
525 Junction Road, Suite 800  
Madison, Wisconsin 53717

Re: Draft Section 2, Alternatives Considered for I-94 East-West Freeway (70<sup>th</sup> Street to 25<sup>th</sup> Street), Milwaukee County, Wisconsin

Dear Ms. Bacher-Gresock:

The United States Environmental Protection Agency has reviewed the draft Section 2, Alternatives Considered for the above-mentioned project and its environmental impact statement (EIS). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) have developed alternatives to address deficiencies along the I-94 East-West Freeway and Stadium Interchange Corridor in Milwaukee County. The study area includes several interchanges on I-94, including the Stadium Interchange at I-94 and WIS 341/Miller Parkway. EPA has reviewed the provided document. At this time, we have no comments or clarifications.

Thank you in advance. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or poole.elizabeth@epa.gov. We look forward to reviewing future NEPA documentation.

Sincerely,

A handwritten signature in black ink, appearing to read "Kenneth A. Westlake", is written over a horizontal line.

Kenneth A. Westlake  
Chief, NEPA Implementation Section  
Office of Enforcement and Compliance Assurance



**From:** Leslie, Michael [mailto:leslie.michael@epa.gov]

**Sent:** Monday, August 19, 2013 3:39 PM

**To:** Trainer, Patricia - DOT

**Subject:** RE: Fine Particulate Matter Hot-Spot Analysis Requirements for the proposed I-94 project

Sorry Pat, my response was in my outlook draft folder.

EPA provisionally concurs with WNDR/WisDOT's conclusion that the I-94 East-West Corridor Project would not be a Projects of Air Quality Concern (POAQC) for purposes of project level transportation conformity. This is based on the projected traffic data for implementing the project as presented in the I-94 PM2.5 Hot Spot White Paper. The White Paper is based on preliminary data from the NEPA process. The decision on whether or not a project is a POAQC must be based on the latest planning assumptions available at the time the analysis begins (40 CFR 93.110). Also, the design concept and scope of the project must be consistent with that included in the conforming transportation plan and transportation improvement program (TIP) or regional emissions analysis (40 CFR 93.114). This project should be tracked in the interagency consultation process as the NEPA process proceeds and a preferred alternative is chosen to ensure all conformity requirements are met. EPA commends WisDOT and WNDR for their efforts in developing a knowledge base on the PM2.5 hotspot requirements, and we look forward to working with the interagency consultation group on these issues.



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION 5  
77 WEST JACKSON BOULEVARD  
CHICAGO, IL 60604-3590

JUL 14 2014

REPLY TO THE ATTENTION OF:

E-19J

Bethaney Bacher-Gresock  
Federal Highway Administration  
Wisconsin Division  
525 Junction Road, Suite 800  
Madison, Wisconsin 53717

**Re: Revised Draft Section 2, Alternatives Considered for I-94 East-West Freeway (70<sup>th</sup> Street to 25<sup>th</sup> Street), Milwaukee County, Wisconsin**

Dear Ms. Bacher-Gresock:

The United States Environmental Protection Agency has reviewed the revised draft Section 2, Alternatives Considered for the above-mentioned project and its environmental impact statement (EIS). Our comments are provided pursuant to the National Environmental Policy Act (NEPA), the Council on Environmental Quality's NEPA Implementing Regulations (40 CFR 1500-1508), and Section 309 of the Clean Air Act.

The Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) have developed alternatives to address deficiencies along the I-94 East-West Freeway and Stadium Interchange Corridor in Milwaukee County. The study area includes several interchanges on I-94, including the Stadium Interchange at I-94 and WIS 341/Miller Parkway. Since our last concurrence on this point, FHWA and WisDOT have removed the "all-down" double-deck alternative in the cemetery segment and re-added the on-alignment alternative for the east segment and the half interchange at Hawley Road in the west segment. Moving forward, the corridor is split into only two segments (East and West), rather than four.

EPA has reviewed the provided document and participated in a site visit and agency meeting in June. At this time, we have no comments or clarifications and therefore concur with the alternatives carried forward.

Thank you in advance. Should you have any questions, please do not hesitate to contact me or Elizabeth Poole of my staff at (312) 353-2087 or [poole.elizabeth@epa.gov](mailto:poole.elizabeth@epa.gov). We look forward to reviewing future NEPA documentation.

Sincerely,

A handwritten signature in dark ink, appearing to read "Kenneth A. Westlake", written in a cursive style.

Kenneth A. Westlake  
Chief, NEPA Implementation Section  
Office of Enforcement and Compliance Assurance

cc: Dobra Payant, Wisconsin Department of Transportation  
Anthony Jernigan, U.S. Army Corps of Engineers  
Michael Thompson, Wisconsin Department of Natural Resources  
Michael Stevens, Wisconsin Historical Society  
Bill Jankowski, Department of Veterans Affairs  
Michele Curran, National Park Service





# United States Department of the Interior

## FISH AND WILDLIFE SERVICE

Green Bay ES Field Office  
2661 Scott Tower Drive  
New Franken, Wisconsin 54229-9565  
Telephone 920/866-1717  
FAX 920/866-1710

Letter was received in 2012  
not 2011 -

July 26, 2011

Bethaney Bacher-Gresock  
FHWA Wisconsin Division  
525 Junction Road, Suite 8000  
Madison, Wisconsin 53717-2157

re: WisDOT Project I.D. 1060-27-00  
I-94 East-West Corridor Study  
(70<sup>th</sup> Street to 25<sup>th</sup> Street)  
Milwaukee County, Wisconsin

Dear Ms. Bacher-Gresock:

The U.S. Fish and Wildlife Service (Service) has received your letter dated July 2, 2012, inviting our participation with the I-94 East-West Corridor Study from 70<sup>th</sup> Street to 25<sup>th</sup> Street located in Milwaukee County, Wisconsin.

We agree that the Service has jurisdiction and special expertise with respect to potential impacts to wetlands and wildlife habitat that may be affected by the project. However, due to staff time constraints, we are not currently able to become a participating agency.

We appreciate the invitation to become a participating agency on the proposed project. We will provide comments on the Environmental Impact Statement. If you have further questions you may contact Jill Utrup at 920-866-1734.

Sincerely,

Peter J. Fasbender  
Field Supervisor



# United States Department of the Interior

## FISH AND WILDLIFE SERVICE

Green Bay ES Field Office  
2661 Scott Tower Drive  
New Franken, Wisconsin 54229-9565  
Telephone 920/866-1717 FAX 920/866-1710  
<http://www.fws.gov/midwest/GreenBay>



To: Tony Barth

USFWS Project ID: 12-SL-0249

Regarding your: ☒ Letter ☐ E-mail ☐ FAX Dated: April 17, 2012

RE: WisDOT Project ID 1060-27-01, I-94 East-West Corridor Study, City of Milwaukee, Milwaukee County, WI

Pursuant to the **Endangered Species Act of 1973**, the **Fish and Wildlife Coordination Act**, and the **Migratory Bird Treaty Act**, the U.S. Fish and Wildlife Service (Service) has reviewed the information provided for the project noted above. Our comments follow (see checked boxes below).

- ☒ Due to the project location, no federally-listed, proposed, or candidate species, or designated critical habitat occurs within the project area. We recommend checking our website (<http://www.fws.gov/midwest/GreenBay/>) every 6 months from the date of this letter to ensure that listed species presence/absence information for the proposed project is current.
- ☒ If migratory birds are known to nest on any structures (e.g., bridges) which may be disturbed by project construction, activities should begin (and be concluded) before the initiation of the breeding season for those species or after the breeding has concluded. Alternatively, the structures can be *tightly screened* before the breeding season (May 1 through August 30) to prevent nesting. If you will not be able to begin construction prior to or after the breeding season, please contact our office.
- ☐ Under the Migratory Bird Treaty Act of 1918, as amended, it is unlawful to take, capture, kill, or possess migratory birds, their nests, eggs, and young. If migratory birds are known to nest on any structures or habitat which may be disturbed by project construction, activities (e.g., tree removal) should begin and be completed before the initiation of the breeding season for those species or after breeding has concluded. Generally, we recommend that any habitat disturbance occur before May 1 or after August 30 to minimize potential impacts to migratory birds, but please be aware that some species may initiate nesting before May 1.
- ☒ We recommend, when possible, that bridges and abutments be designed and constructed in such a way as to allow terrestrial wildlife to pass under the bridge without entering the river during normal flow conditions. This may require lengthening the bridge, limitations on the use of exposed riprap, modifications to the surface of the riprap (e.g., grouting the surface or filling with soil or other natural materials), or modifications in the substrate and/or slope at the base of the abutments, as some wildlife species cannot or prefer not to traverse areas of riprap.
- ☐ The Service supports and encourages the maintenance or creation of habitat connectivity wherever possible. As such, we recommend installing bridges or culverts that do not impede the movement of water, sediments, or aquatic species along existing waterways. Specifically, we strongly recommend replacing failing culverts with bridges or bottomless culverts where possible. At minimum, we recommend new culverts be set at a zero slope, with a width that matches bank flow.
- ☐ We note that the project area includes wetlands. In refining and selecting project alternatives, efforts should be made to select an alternative that does not adversely impact wetlands. If no other alternative is feasible and it is clearly demonstrated that project construction resulting in wetland disturbance or loss cannot be avoided, a wetland mitigation plan should be developed that identifies measures proposed to minimize adverse impacts and replace lost wetland habitat values and other wetland functions and values.

USFWS Contact(s): Jill Utrup

Phone Number: 920-866-1734

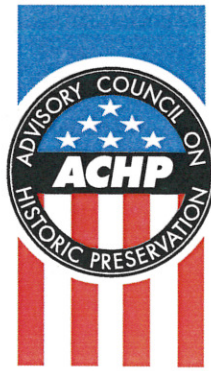
For the Field Supervisor: 

Date: May 1, 2012

Milford Wayne Donaldson, FAIA  
Chairman

Clement A. Price Ph.D.  
Vice Chairman

John M. Fowler  
Executive Director



Preserving America's Heritage

February 14, 2013

Victor Mendez  
Administrator  
Federal Highway Administration  
1200 New Jersey Avenue, SE  
Washington, DC 20590

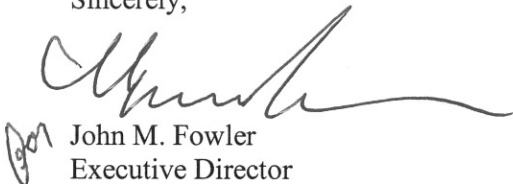
Dear Mr. Mendez:

In response to an invitation from the Wisconsin Division, Federal Highway Administration (FHWA), the Advisory Council on Historic Preservation (ACHP) will participate in consultation pursuant to Section 106 of the National Historic Preservation Act (16 USC 470[f]) regarding the I-94 East-West Freeway Corridor Study, Milwaukee County, Wisconsin. Our decision to participate in this consultation is based on the *Criteria for Council Involvement in Reviewing Individual Section 106 Cases*, contained in Appendix A of our regulations. The criteria are met because of the potential for this project to adversely affect the Wood National Cemetery, part of the National Soldiers Home Historic District and the Northwestern Branch National Home for Disabled Volunteer Soldiers (HDVS) National Historic Landmark (NHL). The Soldiers Home Reef NHL is also located near this segment of I-94. The Division has requested that the ACHP participate in order to assist in resolving these effects in the Section 106 review process. The ACHP encourages FHWA to notify and invite the participation of the Veteran's Administration in consultation to ensure their views are considered in completing the identification of affected historic properties and determining the appropriate treatment of property under its jurisdiction.

Section 800.6(a)(1)(iii) of our regulations requires that we notify you, as the head of the agency, of our decision to participate in consultation. By copy of this letter, we are also notifying George Poirier, Division Administrator, of this decision.

Our participation in this consultation will be handled by Carol Legard, the ACHP's FHWA Liaison, who can be reached at 202-606-8522 or via email at [clegard@achp.gov](mailto:clegard@achp.gov). We look forward to working with FHWA and other consulting parties to consider alternatives and seek agreement on measures to avoid or minimize the adverse effects of this proposed project on these important historic properties.

Sincerely,

  
John M. Fowler  
Executive Director

ADVISORY COUNCIL ON HISTORIC PRESERVATION

1100 Pennsylvania Avenue NW, Suite 803 • Washington, DC 20004  
Phone: 202-606-8503 • Fax: 202-606-8504 • [achp@achp.gov](mailto:achp@achp.gov) • [www.achp.gov](http://www.achp.gov)



From: Michele Curran@nps.gov [mailto:Michele\_Curran@nps.gov]

Sent: Friday, July 06, 2012 8:16 AM

To: Payant, Dobra - DOT

Cc: 'Bethaney.Bacher-Gresock@dot.gov'; Webb, Charlie/MKE; Lynch, Jason - DOT; Waldschmidt, Jay - DOT

Subject: Re: FW: Update to FHWA letter dated July 2, 2012

In the future, please do not send correspondence to the MWRO Regional Director, Michael Reynolds. All correspondence regarding Wisconsin projects should be addressed directly to Dr. Michele Curran. We would like to be a participating agency on the I-94 East-West Corridor Study, but will not be able to attend the meeting on July 17. Please send meeting notes, and other information to me for review.

Thank you,

Michele J. Curran, Ph.D. | Architectural Historian | National Park Service  
| Midwest Regional Office

National Historic Landmarks Program | 601 Riverfront Drive | Omaha, Nebraska 68102

Phone:

402.661.1954 | Fax: 402.661.1955

**From:** Payant, Dobra - DOT  
**Sent:** Wednesday, July 17, 2013 2:13 PM  
**To:** DOT DTSD SE SEF I94EW Doc Control  
**Subject:** FW: WisDOT Project I.D. 1060-27-00 re: NHPA § 110 (f)  
**Attachments:** NHPA.106 & 110.docx; 36 CFR PART 800.10.docx

-----Original Message-----

From: [Michele Curran@nps.gov](mailto:Michele_Curran@nps.gov) [[mailto:Michele\\_Curran@nps.gov](mailto:Michele_Curran@nps.gov)]

Sent: Friday, September 07, 2012 4:17 PM

To: Payant, Dobra - DOT

Subject: WisDOT Project I.D. 1060-27-00 re: NHPA § 110 (f)

Hello Ms. Payant;

● In my review of the Impact Analysis Methodology (for the I-94 East-West Freeway Study in Milwaukee County, Wisconsin) on page 2, while there is mention of the National Historic Preservation Act (NHPA) and the §106 process, there is no mention of § 100 (f) that states:

Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

● Because the Northwestern Branch National Home for Disabled Volunteer-Soldiers (NHDVS) National Historic Landmark (NHL) is located within the-Clement Zablocki Milwaukee Veterans Affairs Medical Center (MVAMC) and-also- includes Woods (VA) Cemetery, it appears that the eventual project-(resulting from the proposed study) has the potential to adversely-affect-the NHL. I am attaching information regarding NHPA and 36 CFR Part-800.10-regarding "Special requirements for protecting National Historic-Landmarks.- The Soldiers Home Reef NHL is also within the APE of the project.-

(See attached file: NHPA.106 & 110.docx)(See attached file: 36 CFR PART 800.10.docx)

I would like to see the two NHL boundaries clearly identified on all maps related to the study.

- Page 7 mentions the displacement of homes, but does not address the possible relocation of Veteran and other burials from the cemeteries that are adjacent to I-94.
- Page 10: 6.2: addresses potential high and adverse impacts on minority and low income populations--it should also address the impact on military veterans attempting to access the MVAMC.
- Page 11. Although 7.1 first bullet. mentions § 110, in 7.2 only the National Register of Historic Places are referred to and not the National Historic Landmarks. In 7.3 there is mention of the Northwestern Branch NHDVS NHL, but not the Soldiers Home Reef NHL.
- Page 12. The Government Printing Office (GPO) preferred spelling is "archeology."
- Page 13. 9.1 first bullet--Because the Woods Cemetery is part of the NHL, § 110 (f) also applies. 9.2: along with petitioning the WI SHPO, because the cemetery is part of an NHL, the Advisory Council for Historic Preservation will also need to be contacted (who, in turn invite the Secretary of the Interior via the NPS to participate).
- Page 15. The designed landscape at the NW NHDVS NHL is a contributing feature to the NH and should be included in the Aesthetics Impact Methodology
- Page 25. The geology of the Soldiers Home Reef NHL should be addressed.

Thank you for providing the NPS Cultural Resources Program an opportunity to comment.

Michele J. Curran, Ph.D. | Architectural Historian | National Park Service  
| Midwest Regional Office

## **National Historic Preservation Act of 1966, As amended through 2006 [With annotations]**

[This Act became law on October 15, 1966 (Public Law 89-665; 16 U.S.C. 470 et seq.). Subsequent amendments to the Act include Public Law 91-243, Public Law 93-54, Public Law 94-422, Public Law 94-458, Public Law 96-199, Public Law 96-244, Public Law 96-515, Public Law 98-483, Public Law 99-514, Public Law 100-127, Public Law 102-575, Public Law 103-437, Public Law 104-333, Public Law 106-113, Public Law 106-176, Public Law 106-208, Public Law 106-355, and Public Law 109-453. This description of the Act, as amended, tracts the language of the United States Code except that (in following common usage) we refer to the “Act”(meaning the Act, as amended) rather than to the “subchapter” or the “title” of the Code. This description also excludes some of the notes found in the Code as well as those sections of the amendments dealing with completed reports. Until the Code is updated through the end of the 106<sup>th</sup> Congress, the Code citations for Sections 308 and 309 are speculative.]

AN ACT to Establish a Program for the Preservation of Additional Historic Properties throughout the Nation, and for Other Purposes.

### **Section 106**

*[16 U.S.C. 470f — Advisory Council on Historic Preservation, comment on Federal undertakings]*

The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.

### **Section 110**

*[16 U.S.C. 470h-2(a) — Federal agencies’ responsibility to preserve and use historic properties]*

(f) Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

(l) With respect to any undertaking subject to section 106 of this Act which adversely affects any property included in or eligible for inclusion in the National Register, and for which a Federal agency has not entered into an agreement pursuant to regulations issued by the Council, the head of such agency shall document any decision made pursuant to section 106 of this Act. The head of such agency may not delegate his or her responsibilities pursuant to such section. Where a section 106 of this Act memorandum of agreement has been executed with respect to an undertaking, such memorandum shall govern the undertaking and all of its parts.



**36 CFR PART 800 -- PROTECTION OF  
HISTORIC PROPERTIES (incorporating  
amendments effective August 5, 2004)**

**§ 800.10 Special requirements for  
protecting National Historic  
Landmarks.**

(a) *Statutory requirement.* Section 110(f) of the act requires that the agency official, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking. When commenting on such undertakings, the Council shall use the process set forth in §§ 800.6 through 800.7 and give special consideration to protecting National Historic Landmarks as specified in this section.

(b) *Resolution of adverse effects.* The agency official shall request the Council to participate in any consultation to resolve adverse effects on National Historic Landmarks conducted under § 800.6.

(c) *Involvement of the Secretary.* The agency official shall notify the Secretary of any consultation involving a National Historic Landmark and invite the Secretary to participate in the consultation where there may be an adverse effect. The Council may request a report from the Secretary under section 213 of the act to assist in the consultation.

(d) *Report of outcome.* When the Council participates in consultation under this section, it shall report the outcome of the section 106 process, providing its written comments or any memoranda of agreement to which it is a signatory, to the Secretary and the head of the agency responsible for the undertaking.

Council: Advisor Council on Historic Preservation (ACHP)

Secretary: Secretary of the Interior, represented by the National Park Service (NPS)

**From:** Curran, Michele [[mailto:Michele\\_Curran@nps.gov](mailto:Michele_Curran@nps.gov)];  
**Sent:** 12/3/2012 1:06:46 PM  
**To:** Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>];  
**CC:** Banker, Sherman J - WHS [<mailto:Sherman.Banker@wisconsinhistory.org>];  
**Subject:** I-94 East-West comments

Please see attached.....

--

*Michele J. Curran, Ph.D. / Architectural Historian  
National Park Service / Midwest Regional Office  
601 Riverfront Drive / Omaha, Nebraska 68102*

*Phone: 402.661.1954 / Fax: 402.661.1955*

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**Michele Curran Comments on Coord Plan for Agency & Public Involvement**

## **COORDINATION PLAN**

**For**

## **AGENCY AND PUBLIC INVOLVEMENT**

**As part of the Environmental Review Process**

Table 2.3

Agency contacts      FHWA Advisory Council for Historic Preservation, Carol Legard  
                                 VA Advisory Council for Historic Preservation, Brian Lusher

---

**NPS, Michele J Curran comments on:**

## **IMPACT ANALYSIS METHODOLOGY**

**As part of the Environmental Review Process for**

**I-94 East-West Corridor Study**

**(70<sup>th</sup> Street – 25<sup>th</sup> Street)**

**Milwaukee County, WI**

**WisDOT Project I.D. 1060-27-00**

Section 7.2

General Methodology

Add National Historic Landmarks (NHLs), extra measures required to avoid negative impact

Section 7.3 or 7.4 Project Specific Methodology

In addition, there are two NHLS that will require notification to the Advisory Council on Historic Preservation, and the Secretary of the Interior via the National Park Service: contact person Dr. Michele Curran

Section 8 Archaeological Resources Impact Methodology

Section 9 Cemetery/Burial Site Impact Methodology

**Add a Section to specifically address National Historic Landmarks, Soldiers Home Reef, Northwestern Branch NHDVS**

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**I-94 East-West Corridor Study: Section 1 Purpose and Need**

**Comments from National Park Service, Michele Curran**

Section 1.3.1 Land Use and Transportation Planning

Add a bulletin point indicating awareness of and need to protect Soldiers Home Reef NHL and the Northwestern Branch, National Home for Disabled Volunteer Soldiers (NHDVS) NHL, and the associated military cemetery

Section 1.3.2 System Linkage and Route Importance

Veterans Affairs Hospital Complex and NHDVS NHL

Section 1.5 Environmental Aspects but there is no mention of Cultural Resources

Cultural Aspects need to be added to the Purpose and Need Statement.

National Historic Preservation Act of 1966, as amended.

National Historic Landmarks and National Register of Historic Places properties will need to be addressed.

**From:** Payant, Dobra - DOT  
**Sent:** Thursday, May 09, 2013 7:12 PM  
**To:** DOT DTSD SE SEF I94EW Doc Control  
**Subject:** FW: I-94 East West Corridor Study, Milwaukee County

---

**From:** Curran, Michele [mailto:michele\_curran@nps.gov]  
**Sent:** Thursday, May 09, 2013 11:50 AM  
**To:** Payant, Dobra - DOT  
**Cc:** Anthony.D.Jernigan@usace.army.mil; Madderom, Glenn; Richburg, Alphaeus L.; Thompson, Michael C - DNR; Brian.Dranzik@milwcnty.com; Polenske, Jeff; pdaniels@ci.west-allis.wi.us; Yunker, Ken; Waldschmidt, Jay - DOT; Bethaney.Bacher-Gresock@dot.gov; Nguyen, David - DOT; Webb, Charlie; Lee, Scott - DOT; Barth, Tony - DOT; Lynch, Jason - DOT; Mary O'Brien; Heimlich, Brad; Goldsworthy, Benjamin  
**Subject:** Re: I-94 East West Corridor Study, Milwaukee County

Ms. Payant,

Thank you for providing a copy of the May 2013 I-94 East West Coordination Plan for National Park Service (NPS) review. While at this time you are preparing the Environmental Impact Statement (EIS), the document should address that the Northwestern Branch National Home for Disabled Volunteer Soldiers National Historic Landmark is in the Area of Potential Effect (APE) and will require adherence to the:

**§National Historic Preservation Act of 1966, As amended through 2006 [With annotations], Section 110 (f)** ) *Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark, and shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.*

This project will also require **Section 106** consultation: **[16 U.S.C. 470f — Advisory Council on Historic Preservation, comment on Federal undertakings]** *The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.*

In addition,

**36 CFR PART 800 -- PROTECTION OF HISTORIC PROPERTIES (incorporating amendments effective August 5, 2004)**

**§ 800.10 Special requirements for protecting National Historic Landmarks.**

(a) *Statutory requirement.* Section



110(f) of the act requires that the agency official, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking. When commenting on such undertakings, the Council shall use the process set forth in §§ 800.6 through 800.7 and give special consideration to protecting National Historic Landmarks as specified in this section.

(b) *Resolution of adverse effects.* The agency official shall request the Council to participate in any consultation to resolve adverse effects on National Historic Landmarks conducted under §800.6.

(c) *Involvement of the Secretary.* The agency official shall notify the Secretary of any consultation involving a National Historic Landmark and invite the Secretary to participate in the consultation where there may be an adverse effect. The Council may request a report from the Secretary under section 213 of the act to assist in the consultation.

(d) *Report of outcome.* When the Council participates in consultation under this section, it shall report the outcome of the section 106 process, providing its written comments or any memoranda of agreement to which it is a signatory, to the Secretary and the head of the agency responsible for the undertaking.

[Council: Advisor Council on Historic Preservation (ACHP) Secretary: Secretary of the Interior, represented by the National Park Service (NPS)].

\*\*\*\*\*

NPS has some requests and suggestions for the EIS.

1. The Advisory Council for Historic Preservation should receive formal notification of the project.
2. The NPS asks to be listed as a Cooperating Agency because of its legal responsibility for the preservation of the NHL. We also ask the National Trust for Historic Preservation (National Trust) be included as a Participating Agency.
3. The NHL and National Register (NR) properties need to be identified and included on all maps prepared for the project. The National Cemetery boundary also needs to be clearly identified.
4. While you are probably well aware that this project will require the identification and evaluation of 4f properties, I do not see any identification or mention of intent to perform the evaluation in the EIS..

Thank you for providing the NPS with the opportunity to comment.

***Michele J. Curran, Ph.D. / Architectural Historian  
National Park Service / Midwest Regional Office  
601 Riverfront Drive / Omaha, Nebraska 68102***

***Phone: 402.661.1954 / Fax: 402.661.1955  
Email: [michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)***

**From:** Bethaney.Bacher-Gresock@dot.gov  
**Sent:** Thursday, May 23, 2013 3:51 PM  
**To:** michele\_curran@nps.gov  
**Cc:** Anthony.D.Jernigan@usace.army.mil; Glenn.Madderom@va.gov; Alphaeus.Richburg@va.gov; Thompson, Michael C - DNR; Brian.Dranzik@milwcnty.com; Polenske, Jeff; pdaniels@ci.west-allis.wi.us; Yunker, Ken; Waldschmidt, Jay - DOT; Nguyen, David - DOT; Webb, Charlie; Lee, Scott - DOT; Bethaney.Bacher-Gresock@dot.gov; Payant, Dobra - DOT; Barth, Tony - DOT; Lynch, Jason - DOT; DOT DTSD SE SEF I94EW Doc Control; tem@tds.net; Heimlich, Brad; Goldsworthy, Benjamin  
**Subject:** Response: NPS interest I-94 East West Corridor Study, Milwaukee County

Dr. Curran,

Thank you for your May 9, 2013 e-mail to Dobra Payant in response to WisDOT's notification of revisions to the Coordination Plan for the I-94 East West Corridor Study. In the introductory portion, you reiterated pertinent laws, regulations and guidance concerning the *Northwestern Branch National Home for Disabled Volunteer Soldiers National Historic Landmark* that is within the Area of Potential Effect (APE) for the I-94 project.

As you have requested, this historic resource as well as any others identified through the historic property investigations being conducted under Section 106 of the National Historic Preservation Act will be presented and discussed in the EIS. The discussion will include a summary of the pertinent laws, regulations and guidance as well as the outcome of the coordination and consultation that has occurred under each. Further, maps showing the boundaries and other features of the historic resources and project alternatives relative to the resources will also be provided in the EIS.

I'd like to take this opportunity to address the specific requests and suggestions included in your original e-mail:

***1. The Advisory Council for Historic Preservation (ACHP) should receive formal notification of the project.***

On January 29, 2013 FHWA formally notified the ACHP about the project and requested their participation in the Section 106 consultation process per 36 CFR 800.6(a)(1) and 800.10(b). That letter also served to formally notify the National Park Service (NPS) about the project and to invite them to participate in consultation per 36 CFR 800.10(c).

- On January 31, 2013 the NPS (you) responded via e-mail stating that the NPS would participate in Section 106 consultation.
- On February 14, 2013 the ACHP responded via letter to FHWA (with copy to you) stating that they would participate in Section 106 consultation.

***2. The NPS asks to be listed as a Cooperating Agency because of its legal responsibility for the preservation of the NHL. We also ask the National Trust for Historic Preservation (NTHP) be included as a Participating Agency.***

FHWA and WisDOT agree that the NPS is an appropriate Cooperating Agency per 40 CFR 1508.5 because NPS has special expertise and jurisdiction by law concerning properties on or eligible for listing on the National Register of Historic Places (National Register) as well as those designated as National Historic

Landmarks (NHL). The initial letter sent to the NPS by FHWA on July 2, 2012, provided an opportunity to become a Participating Agency pursuant to 23 USC 139; the NPS accepted this invitation on July 6, 2012. Based on the current request to be a Cooperating Agency, the NPS entry in Table 2.3 of the Coordination Plan has been revised to reflect Cooperating Agency status.

By legislation, non-governmental organizations and private entities such as the NTHP cannot serve as a Participating Agency in the environmental review process (23 USC 139(d)). However, per their request, the NTHP is a Consulting Party in the Section 106 process per 36 CFR 800.2(d)(5).

***3. The NHL and National Register properties need to be identified and included on all maps prepared for the project. The National Cemetery boundary also needs to be clearly identified.***

As noted previously, the historic properties will be identified and included on applicable EIS maps relating to descriptions and discussion of the historic properties, APE, and project alternatives. A display showing the historic properties was made available at the May 21 and 22 public information meetings (see attached). On September 14, 2012, you provided boundary descriptions and maps for the NHL. That information and other data sources have been used to help ensure that accurate NHL and National Register boundaries are depicted. If there are any discrepancies as to the historic boundaries, please let us know so that we may fix them..

***4. While you are probably well aware that this project will require the identification and evaluation of Section 4(f) properties, I do not see any identification or mention of intent to perform the evaluation in the EIS.***

The general focus of a Coordination Plan is to describe and communicate the steps in the environmental review process (23 USC 139(g)), to identify agency roles and coordination, identify opportunities for public involvement, and to identify opportunities for agency and public review of information and materials prepared for the EIS.

The companion Impact Analysis Methodology document, circulated to agencies along with the Coordination Plan in August 2012 (with a revision circulated in November 2012), includes discussion on the Section 4(f) evaluation/coordination process that will be conducted as part of the development of the EIS. There will be a separate, stand-alone Section 4(f) evaluation in the EIS developed in compliance with Section 4(f) regulations at 23 CFR 774.

Thank you for your continued interest and participation in the I-94 East-West Corridor Study. As you know, FHWA and WisDOT are planning a Section 106 consultation meeting in the near future with the agencies (including the NPS and ACHP), Native American tribes, and consulting parties (including the NTHP) that have requested involvement in the consultation process. In the meantime, if you have additional comments or questions, please do not hesitate to contact me.

Regards,  
Bethaney

*Bethaney Bacher-Gresock*

Major Projects - Environmental Lead  
FHWA - Wisconsin Division Office  
City Center West  
525 Junction Road, Suite 8000  
Madison WI 53717

(p)608-662-2119  
(f) 608-829-7526



**From:** Bacher-Gresock, Bethaney (FHWA)  
**Sent:** Monday, June 03, 2013 3:28 PM  
**To:** 'Curran, Michele'  
**Cc:** Bacher-Gresock, Bethaney (FHWA)  
**Subject:** RE: Response: NPS interest I-94 East West Corridor Study, Milwaukee County

Michele –

I'm glad that we were able to connect this afternoon.

For the purposes of documenting our conversation for the record, FHWA/WisDOT are not proposing the use of the NEPA process as substitution for the Sec 106 process as identified in 36 CFR 800.8(c). However, we are working both processes in parallel and providing the public/government officials/agencies with opportunity to comment on all aspects of the I-94 project at all public information meetings and technical/community meetings. As both of us know, the Section 106 consultation process will definitely feed into the Section 4(f) evaluation/analysis.

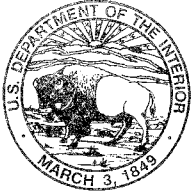
Regards  
 Bethaney

**From:** Curran, Michele [[mailto:michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)]  
**Sent:** Thursday, May 23, 2013 6:44 PM  
**To:** Bacher-Gresock, Bethaney (FHWA)  
**Subject:** Re: Response: NPS interest I-94 East West Corridor Study, Milwaukee County

Hello Bethany,  
 Is FHWA and WI DOT planning to run NEPA and NHPA concurrently. NPS prefers that there be two separate processes. From the information above...it appears NEPA is being done first?  
 Thank you,  
 Michele

***Michele J. Curran, Ph.D. / Architectural Historian  
 National Park Service / Midwest Regional Office  
 601 Riverfront Drive / Omaha, Nebraska 68102***

***Phone: 402.661.1954 / Fax: 402.661.1955  
 Email: [michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)***



# United States Department of the Interior

National Park Service

Midwest Region  
601 Riverfront Drive  
Omaha, Nebraska 68102-4226



1.A.2 (H34)

June 9, 2013

*Dobrogniewa (Dobra) S. Payant, P.E.*  
WisDOT SE Region  
I-94 East-West Study Team  
141 NW Barstow Street  
Waukesha, WI 53187-0798

Dear Ms. Payant:

Thank you for providing the National Park Service (NPS) with the *Draft Section 2, Alternatives Considered, for the I-94 East-West Study in Milwaukee, Wisconsin*. I found the document extremely technical with a lot of professional jargon, which makes it difficult for anyone other than a highway engineer to fully understand. In my opinion, this type of document does not serve the consulting parties or the public well. The formatting of the document made it extremely difficult to read electronically; the transition to the next page jumped whether the reader wanted to move on or not.

I do want to remind you that regardless of what the Wisconsin Governor and the Wisconsin Legislature plan to do with Wisconsin State Statute 84.015R, there are federal laws that apply to the I-94 project.

Section 110 (f) of the *National Historic Preservation Act of 1966, as amended through 2006* states:

**(f) Prior to the approval of any Federal undertaking which may directly and adversely affect any National Historic Landmark, the head of the responsible Federal agency shall, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to such landmark...**

In addition, 36 CFR PART 800 -- *PROTECTION OF HISTORIC PROPERTIES (incorporating amendments effective August 5, 2004)* § 800.10 *Special requirements for protecting National Historic Landmarks* states:

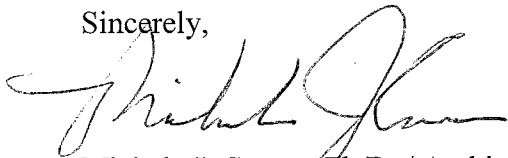
**(a) Statutory requirement.** Section 110(f) of the act requires that the agency official, to the maximum extent possible, undertake such planning and actions as may be necessary to minimize harm to any National Historic Landmark that may be directly and adversely affected by an undertaking.

Included within the Northwestern Branch, National Home for Disabled Volunteer Soldiers (NHDVS) National Historic Landmark (NHL) boundary are 41.1 acres of Wood National Cemetery (total acreage 50.1) which includes portions on both sides of I-94. The NHL includes much of the Clement J. Zablocki Veteran Affairs Medical Center (Milwaukee VAMC), which is an active medical center providing care to thousands of U.S. Military Veterans in Milwaukee and the surrounding area.

It is important that any consideration of alternatives not only avoid damage or disruption to the Wood National Cemetery, but also avoid adversely affecting the NHL (including the cemetery) and the Milwaukee VAMC. I am enclosing (attaching) two maps of the medical center that show its boundary and the NHL boundary.

I am looking forward to attending the consultation meeting scheduled on July 15<sup>th</sup>; I hope that the meeting will more clearly present the alternatives that the avoid adversely affecting the NHL.

Sincerely,

A handwritten signature in black ink, appearing to read "Michele Curran". The signature is fluid and cursive, with the first name "Michele" written in a larger, more prominent script than the last name "Curran".

Michele J. Curran, Ph.D. / Architectural Historian

Phone: 402.661.1954 / Fax: 402.661.1955

Email: [michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)

Cc: James Draeger  
Sherman Banker  
Mary Ann Naber  
Kathleen Schamel  
Douglas Pulak  
Carol Legard  
Robert Beller  
Matthew Cryer  
Genell Scheurell



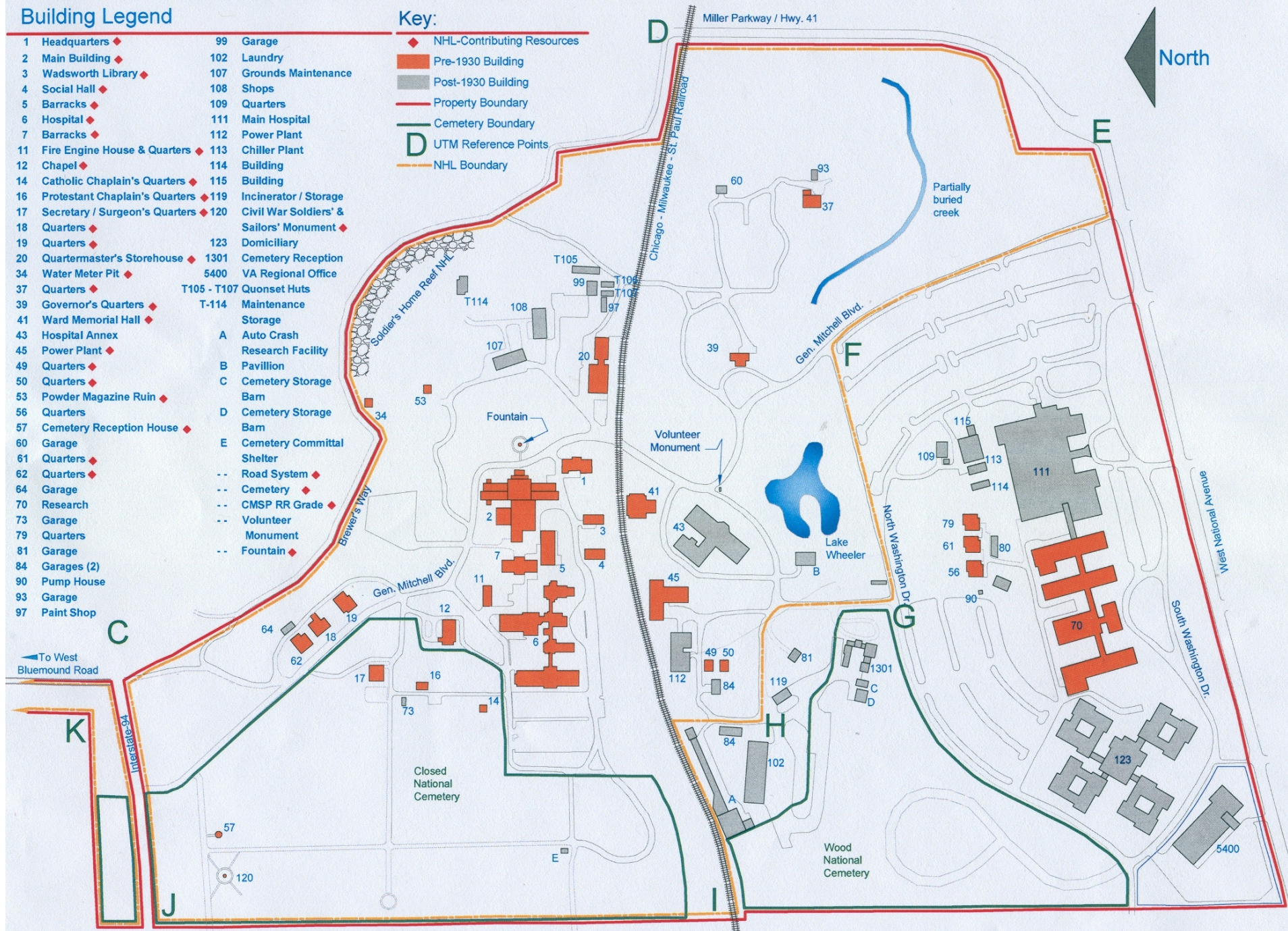
# NORTHWESTERN BRANCH

## Building Legend

- |                                   |   |
|-----------------------------------|---|
| 1 Headquarters                    | 99 Garage                               |
| 2 Main Building                   | 102 Laundry                             |
| 3 Wadsworth Library               | 107 Grounds Maintenance                 |
| 4 Social Hall                     | 108 Shops                               |
| 5 Barracks                        | 109 Quarters                            |
| 6 Hospital                        | 111 Main Hospital                       |
| 7 Barracks                        | 112 Power Plant                         |
| 11 Fire Engine House & Quarters   | 113 Chiller Plant                       |
| 12 Chapel                         | 114 Building                            |
| 14 Catholic Chaplain's Quarters   | 115 Building                            |
| 16 Protestant Chaplain's Quarters | Incinerator / Storage                   |
| 17 Secretary / Surgeon's Quarters | Civil War Soldiers' & Sailors' Monument |
| 18 Quarters                       | 123 Domiciliary                         |
| 19 Quarters                       | 1301 Cemetery Reception                 |
| 20 Quartermaster's Storehouse     | 5400 VA Regional Office                 |
| 34 Water Meter Pit                | T105 - T107 Quonset Huts                |
| 37 Quarters                       | T-114 Maintenance                       |
| 39 Governor's Quarters            | Storage                                 |
| 41 Ward Memorial Hall             | A Auto Crash Research Facility          |
| 43 Hospital Annex                 | B Pavillion                             |
| 45 Power Plant                    | C Cemetery Storage                      |
| 49 Quarters                       | Barn                                    |
| 50 Quarters                       | D Cemetery Storage                      |
| 53 Powder Magazine Ruin           | Barn                                    |
| 56 Quarters                       | E Cemetery Committal Shelter            |
| 57 Cemetery Reception House       | -- Road System                          |
| 60 Garage                         | -- Cemetery                             |
| 61 Quarters                       | -- CMSP RR Grade                        |
| 62 Quarters                       | -- Volunteer Monument                   |
| 64 Garage                         | -- Fountain                             |
| 70 Research                       |   |
| 73 Garage                         |   |
| 79 Quarters                       |   |
| 81 Garage                         |   |
| 84 Garages (2)                    |   |
| 90 Pump House                     |   |
| 93 Garage                         |   |
| 97 Paint Shop                     |   |

## Key:

- ◆ NHL-Contributing Resources
- Pre-1930 Building
- Post-1930 Building
- Property Boundary
- Cemetery Boundary
- D UTM Reference Points
- NHL Boundary







Wood National Cemetery (2/2002)

**From:** Curran, Michele [[mailto:michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)]

**Sent:** Thursday, May 01, 2014 2:45 PM

**To:** Bethaney Bacher-Gresock; Payant, Dobra - DOT

**Cc:** Draeger, Jim R - WHS; [carlen.hatala@milwaukee.gov](mailto:carlen.hatala@milwaukee.gov); Dawn McCarthy <[dawnhmcc@gmail.com](mailto:dawnhmcc@gmail.com)>; Genell Scheurell; Legard Carol

**Subject:** Comments regarding FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St to 70th St. (Project ID 1060-27-00)

Hello Bethany and Dobra,

On page two of the "FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St. to 70th St, Milwaukee, Wisconsin (Project ID 1060-27-00), the NPS is in disagreement with your determination of "no adverse effect" for the Calvary Cemetery and the Story Hill Residential Districts #2 and #3.

Following the meeting on Tuesday, April 22, I drove through the Story Hill neighborhood and the Calvary Cemetery. The attached photographs illustrate my concern. The All-Up option will definitely be seen from the houses in the Story Hill neighborhoods. We were told the All-Up will be about the same height as the current interstate traffic signs shown in the photographs. Considering that there will be a significant number of cars and trucks driving at this height the entire neighborhood will be adversely affected by noise, all all of the houses on the Story Parkway will also have their views adversely affected. In addition, people living on streets intersecting with Story Parkway, such as Pinecrest, will also experience an adverse affect in both noise and view.

***Michele J. Curran, Ph.D. / Architectural Historian  
National Historic Landmarks Program  
National Park Service / Midwest Regional Office  
601 Riverfront Drive / Omaha, Nebraska 68102***

***Phone: 402.661.1954 / Fax: 402.661.1955***

***Email: [michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)***

**From:** Payant, Dobra - DOT  
**Sent:** Wednesday, May 21, 2014 4:51 PM  
**To:** 'Curran, Michele'; Bethaney Bacher-Gresock  
**Cc:** Draeger, Jim R - WHS; Penkiunas, Daina J - WHS; Banker, Sherman J - WHS; [carlen.hatala@milwaukee.gov](mailto:carlen.hatala@milwaukee.gov); Dawn McCarthy <[dawnhmcc@gmail.com](mailto:dawnhmcc@gmail.com)>; Genell Scheurell; 'emerritt@savingplaces.org'; Legard Carol  
**Subject:** RE: Comments regarding FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St to 70th St. (Project ID 1060-27-00)

Thank you for your e-mail Michele. At a couple of our consultation meetings we have indicated that the existing sign bridge adjacent to Wood National Cemetery is a good approximation of the height of the double deck all up alternative **at that specific location adjacent to the cemetery**. However, that doesn't apply to the existing sign bridge next to the Story Hill neighborhood for a couple reasons. First, the eastbound lanes of I-94 would not be as high as the existing sign bridge. Secondly, the eastbound lanes would be about 100 feet south, or further away, from Story Hill than they are today at the spot you took the picture. The predicted noise levels reflect this.

I have attached a rendering which we shared at the January 10<sup>th</sup> consultation meeting. It shows the same sign bridge as your picture. If you compare the height of the sign bridge to the tree line in the background you will see that the roadway is lower.

FHWA and WisDOT intend to respond to the remaining comments at the June 10, 2014 consultation meeting. Thank you.  
Dobra

*Dobrogniewa (Dobra) S. Payant, P.E.*  
WisDOT SE Region  
I-94 East-West Study Team  
141 NW Barstow Street  
Waukesha, WI 53187-0798  
(414) 750-2677

---

**From:** Curran, Michele [[mailto:michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)]  
**Sent:** Thursday, May 01, 2014 2:45 PM  
**To:** Bethaney Bacher-Gresock; Payant, Dobra - DOT  
**Cc:** Draeger, Jim R - WHS; [carlen.hatala@milwaukee.gov](mailto:carlen.hatala@milwaukee.gov); Dawn McCarthy <[dawnhmcc@gmail.com](mailto:dawnhmcc@gmail.com)>; Genell Scheurell; Legard Carol  
**Subject:** Comments regarding FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16th St to 70th St. (Project ID 1060-27-00)

**From:** Curran, Michele [[mailto:michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)]  
**Sent:** Monday, July 14, 2014 2:49 PM  
**To:** Payant, Dobra - DOT  
**Subject:** Re: I-94 East-West Corridor Study, Milwaukee Wisconsin

Hello Dobra,

I really do not have any comments at this time. I still believe there will be an adverse visual and noise effect to the NHL, Wood Cemetery, Story Hill neighborhood, and Calvary Cemetery. I remain strongly in favor of the at-grade alternative.

***Michele J. Curran, Ph.D. / Architectural Historian  
National Historic Landmarks Program  
National Park Service / Midwest Regional Office  
601 Riverfront Drive / Omaha, Nebraska 68102***

***Phone: 402.661.1954 / Fax: 402.661.1955  
Email: [michele\\_curran@nps.gov](mailto:michele_curran@nps.gov)***



REPLY TO  
ATTENTION OF

DEPARTMENT OF THE ARMY  
ST. PAUL DISTRICT, CORPS OF ENGINEERS  
180 FIFTH STREET EAST, SUITE 700  
ST. PAUL MN 55101-1678

JUL 25 2012

Operations  
Regulatory (2012-02924-ADJ)

Ms. Bethaney Bacher-Gresock  
FHWA Wisconsin Division  
525 Junction Road, Ste. 8000  
Madison, Wisconsin 53717-2157

Dear Ms. Bacher-Gresock:

This is in response to your July 2, 2012 letter requesting the Corps of Engineers act as a cooperating agency during development of an Environmental Impact Statement (EIS) for the proposed Interstate 94 East-West Corridor project (WisDOT ID #1060-27-00). The proposed study area extends from 70<sup>th</sup> Street to 25<sup>th</sup> Street in Milwaukee County, Wisconsin.

We will serve as a cooperating agency for development of the EIS, as we anticipate that portions of the proposed project may require Corps of Engineers authorization pursuant to Section 404 of the Clean Water Act. It is our understanding that coordination will follow the process established in SAFETEA-LU.

Please update your Corps contacts to remove Tamara Cameron and include Anthony Jernigan as the primary point of contact and Rebecca Graser as the secondary contact; both are in our Waukesha field office at 20711 Watertown Road, Suite F, Waukesha, Wisconsin, 53186. Please provide two copies of all materials to our Waukesha field office to facilitate our cooperation during EIS development.

If you have any questions, contact Anthony Jernigan at (262) 717-9544. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely,

Tamara E. Cameron  
Chief, Regulatory Branch

Copy furnished:  
Jason Lynch, WDOT SE Region;  
Kristina Betzold, WDNR.



DEPARTMENT OF THE ARMY  
ST. PAUL DISTRICT, CORPS OF ENGINEERS  
180 FIFTH STREET EAST, SUITE 700  
ST. PAUL MN 55101-1678

10602701-00044R-RDA25

September 28, 2012

REPLY TO  
ATTENTION OF

Operations  
Regulatory (2012-02924-ADJ)

Ms. Dobra Payant  
WisDOT Southeast Region  
141 N.W. Barstow Street  
Waukesha, Wisconsin 53187-0798

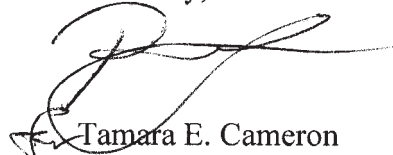
Dear Ms. Payant:

Thank you for the information submitted regarding the proposed Interstate 94 East-West Freeway Corridor Study (Project ID # 1060-27-01) National Environmental Policy Act (NEPA) document. The East-West Freeway Corridor project area includes approximately 2.85 miles of freeway corridor leading from 70<sup>th</sup> Street (west limit) to 25<sup>th</sup> Street (east limit). We received the draft Coordination Plan and the draft Impact Analysis Methodology Documents on August 31, 2012.

Based on the corridor proposed for study, it appears that an area of Primary Environmental Corridor lies within the study area (adjacent to the Menomonee River and southeast of the US Highway 41 interchange). All wetlands within these areas are considered to be Advanced Identification wetlands (ADID) deemed generally unsuitable for the discharge of fill material. We request that Project Specific Methodology be added to Section 12 of the draft Impact Analysis Methodology Document to address ADID wetlands.

If you have any questions, contact Anthony Jernigan in our Waukesha field office at (262) 717-9544. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely,



Tamara E. Cameron  
Chief, Regulatory Branch

Copy furnished:  
Kenneth Westlake, US Environmental Protection Agency;  
Bethaney Bacher-Gresock, FHWA Wisconsin Division;  
Mike Thompson, WDNR;  
Charlie Webb, CH2M Hill;  
Sherman Banker, Wisconsin State Historical Society.

D-21



**DEPARTMENT OF THE ARMY**

**ST. PAUL DISTRICT, CORPS OF ENGINEERS**

**190 FIFTH STREET EAST, Suite 700**

**ST. PAUL, MN 55101-1678**

**NOV 26 2012**

REPLY TO

Operations

Regulatory (2012-02924-ADJ)

Ms. Dobra Payant

DTSD NE Region

141 N W Barstow Street

Waukesha, Wisconsin 53187-0798

Dear Ms. Payant:

We have completed our review of the draft Purpose and Need statement prepared for the Interstate 94 East-West Corridor Environmental Impact Statement (WisDOT Project I.D. 1060-27-00). We received the draft Purpose and Need information on November 2, 2012. The study area is between 25<sup>th</sup> and 70<sup>th</sup> Streets in Milwaukee County, Wisconsin.

We concur with the draft Purpose and Need statement. Based on the information provided to the Corps, the revised Purpose and Need statement would satisfy CWA Section 404 review requirements. The purpose of the project is to address the deteriorated condition of the study area freeway system, obsolete roadway and bridge design, current and future traffic demand, and high crash rates.

Please continue to coordinate with our agency as you proceed with drafting the Environmental Impact Statement. If you have any questions, contact Anthony Jernigan in our Waukesha office at (262) 717-9544. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely

Tamara E. Cameron  
Chief, Regulatory Branch

Copy Furnish:

Kenneth Westlake, US Environmental Protection Agency;

Bethaney Bacher-Gresock, FHWA Wisconsin Division;

Mike Thompson, WDNR;

Charlie Webb, CH2M Hill;

Sherman Banker, Wisconsin State Historical Society.

From: Jernigan, Anthony D MVP [<mailto:Anthony.D.Jernigan@usace.army.mil>]  
Sent: Tuesday, June 25, 2013 1:19 PM  
To: Payant, Dobra - DOT  
Cc: Webb, Charlie/MKE; Graser, Rebecca M MVP; 'Bethaney.Bacher-Gresock@dot.gov'  
Subject: RE: Draft Section 2, Alternatives Considered, for the I-94 East-West study in Milwaukee, Wisconsin (UNCLASSIFIED)  
Classification: UNCLASSIFIED  
Caveats: NONE

Ms. Payant,

Please accept the following comments on the information provided:

1. While Transportation Systems Management (TSM) and Travel Demand Management (TDM) only alternatives are not proposed to be carried forward, we understand that some TSM and TDM elements would be maintained or incorporated as a way to fulfill the Purpose and Need (PN).

2. Please clarify the tie between aspects of the PN statement with respect to SEWRPC plan (e.g. how do the objectives, study areas, and LOS in the study compare with the PN). As an example, the PN we concurred with does not "require" consistency with the SEWRPC plan, but I can extrapolate why it is important.

3. It is noted in Section 2.3.6 that the TSM+TDM+ 6-lane Modernization Alternative would not provide the appropriate future level of service, but the data was not confirmed in the document we received. Would you please confirm that the data supports that the TSM+TDM+ 6-lane Modernization Alternative would not provide the appropriate level of service that is desired?

4. Given the stated opposition by the City of Milwaukee to adding lanes to Interstate 94, has consideration been given to a potentially increased motivation to locally fund TDM improvements to avoid lane additions?

5. With exception to the alternatives encroaching on the cemetery and with regard to the alternatives dismissed, please ensure that the text of the Modernization Alternatives section indicate which PN element would not be met to better align with the PN factors (e.g. which PN factor would not be met, leading to S5 being dismissed).

6. Please describe TSM elements incorporated into the alternatives carried forward.

7. Please note that we have not received the revised Purpose and Need statement and we will not be able to fully evaluate range of alternatives carried forward until we have reviewed that document.

Again, we thank you for the opportunity to comment on the information provided as part of the proposed EIS for the Interstate 94 East-West Freeway Corridor project. We look forward to continued coordination between our agencies regarding this proposal.

Please contact me with any questions.

Sincerely,

Anthony  
Anthony Jernigan  
US Army Corps of Engineers  
Phone: 651-290-5729





**DEPARTMENT OF THE ARMY**  
**ST. PAUL DISTRICT, CORPS OF ENGINEERS**  
**180 FIFTH STREET EAST, SUITE 700**  
**ST. PAUL MN 55101-1678**

July 15, 2014

REPLY TO  
ATTENTION OF

Operations  
Regulatory (2012-02924-ADJ)

Ms. Dobra Payant, Southeast Region  
Wisconsin Department of Transportation  
141 N.W. Barstow Street  
Waukesha, Wisconsin 53187-0798

Dear Ms. Payant:

We have completed our review of the draft range of alternatives provided on June 17<sup>th</sup>, 2014 for the Interstate 94 East-West Freeway Corridor draft Environmental Impact Statement (project I.D. 1060-27-01). The East-West Freeway Corridor study area includes approximately 2.85 miles of freeway corridor leading from 70<sup>th</sup> Street (west limit) to 16<sup>th</sup> Street (east limit) in Milwaukee County, Wisconsin.

We agree with the array of alternatives dismissed from further study. These alternatives include: stand-alone TSM elements, stand-alone TDM elements, and the alternatives identified as not carried forward in the attached exhibit 2-9. These alternatives were dismissed either because they would not meet the project purpose and need, or because another alternative that also met the purpose and need had fewer impacts and/or lower estimated cost.

We concur with the range of alternatives carried forward for additional study. These alternatives will be compared against the “no build” alternative in the draft Environmental Impact Statement. The alternatives carried forward for additional study are described as follows:

**West segment (70th Street to Stadium Interchange)**

1. Add a 4<sup>th</sup> lane in each direction, split diamond interchange at 68<sup>th</sup> /70<sup>th</sup> Streets with either no Hawley Road interchange or a half interchange at Hawley Road (on/off ramps to and from the west) and narrow lanes and shoulders through cemetery area (*called the At-grade alternative*).
2. Add a 4<sup>th</sup> lane in each direction, split diamond interchange at 68<sup>th</sup> /70<sup>th</sup> Streets with Hawley Road interchange and Double Deck (all up or partially down) through cemetery area (*called the Double Deck alternative*).

**East segment (Stadium Interchange to 16th Street)**

1. Add a 4<sup>th</sup> lane in each direction, modified single point interchange at Stadium Interchange and remaining on alignment east of 32<sup>nd</sup> Street (*called the On-alignment alternative*).

Operations  
Regulatory (2012-02924-ADJ)

2. Add a 4<sup>th</sup> lane in each direction, modified single point interchange at Stadium Interchange with an off-alignment segment east of 32<sup>nd</sup> Street (*called the Off-alignment alternative*).

Again, we thank you for the opportunity to comment on the information provided as part of the Interstate 94 East-West Freeway Corridor study. We look forward to continued coordination between our agencies regarding this proposal.

If you have any questions, contact Rebecca Graser in our Waukesha field office at (651) 290-5728. In any correspondence or inquiries, please refer to the Regulatory number shown above.

Sincerely,

A handwritten signature in black ink, appearing to read "Tamara E. Cameron". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Tamara E. Cameron  
Chief, Regulatory Branch

Enclosure

Copy furnished:  
Kenneth Westlake, US Environmental Protection Agency;  
Bethaney Bacher-Gresock, FHWA Wisconsin Division;  
Mike Thompson, WDNR;  
Charlie Webb, CH2M Hill;  
Sherman Banker, Wisconsin State Historical Society.



# Alternatives Screening - I-94 E/W corridor

Alternative		Initial Range of Alternatives	Shown at PIM #2 (Dec. 2012)	Shown at PIM #3 (May 2013)	Shown at PIM #4 (July 2013) & Jan. 2014 Agency Meeting	Shown on Exhibit
No-Build		Not reasonable alternative but evaluated as a baseline for comparison to the Build Alternatives				
Replace-in-Kind						
Spot Improvements						2-9
Modernization						
West Segment	West					
	W1 (Braided Ramps)					2-12
	W2 (C-D Roads)					2-3
	W3 (One-Way Frontage Roads)					2-13
	W4 (Adjacent 2-Way Arterial)					2-14
	Cemetery					
	C1 (At-grade; 4 lanes, full width shoulder)					
	C2 (At-grade; 4 Narrow Lanes, Narrow Shoulder)					2-2
	C3 (Double Deck; 3 Freeway Lanes, 2 Local Lanes)					2-15
	C4 (Double Deck; 3 Freeway Lanes, 3 Local Lanes)					2-16
	C5 (Double Deck; 4 Freeway Lanes, 1 Local Lanes)					2-3
	3 At-grade Lanes with Full Shoulders					
	5 At-grade Lanes					
	5-Lanes Double Deck with Full Shoulders					
	Tunnel with C-D Roads					
East Segment	Stadium Interchange					
	S1 (System Interchange - Stacked)					2-17
	S2 (System Interchange - Turbine)					2-18
	Modified S2 (System Interchange - Low Speed Free Flow)					2-19
	S3 (Single Point Interchange with Free Flow ramps from I-94)					2-5, 2-7
	S4 (Service Interchange - 2-Level Single Point Urban Interchange)					2-20
	S5 (Service Interchange - Modified Echelon Interchange)					2-21
	S6 (Service Interchange - US 41 Diamond)					2-22
	East					
	E1 (Braided Ramps)					2-5, 2-7
	E2 (C-D Roads)					2-24
	E3 (Frontage Roads)					2-25
	E4 (No Interchange at 35th Street)					2-26

 Alternative Retained for Detailed Evaluation  
 Alternative Not Carried Forward

See Table 2-1 for additional information on more recent screening

NOTE: TSM & TDM elements as a stand-alone alternative would not address purpose and need. However, TSM & TDM elements are included as part of the Modernization Alternatives.

**From:** Madderom, Glenn [mailto:Glenn.Madderom@va.gov]

**Sent:** Tuesday, September 04, 2012 10:51 AM

**To:** Webb, Charlie/MKE; Dobra.Payant@dot.wi.gov

**Cc:** Bethaney.Bacher-Gresock@dot.gov; Rothfeld, Gary (CFM); Ohman, Diana J. (SES); Koerting, Thomas D.; Richburg, Alphaeus L.; Gemmell, James; Ohman, Diana J. (SES); Powers, Glenn (SES); Wright, Kimberly (SES); Schettler, David K. (SES); Schamel, Kathleen (CFM); Leach, Sara Amy; Koerting, Thomas D.; Gemmell, James; Janowski, William B.; Post, Jacqueline (CFM)

**Subject:** RE: Coord Plan and Impact Assessment Methodology for: I-94 east-west corridor study, 70th St. - 25th St., Milw County WisDOT Proj ID #1060-27-00

Mr. Webb/Mr. Payant;

Thank you for sending the attached information, I am forwarding it onward to the following persons within National Cemetery Administration (NCA) and VA for their information and review;

Mr. Gary Rothfeld, VA Real Property Service

Ms. Diana Ohman, NCA Memorial Service Network IV Director

Mr. Jim Gemmel, NCA Memorial Service Network IV Chief of Operations

Mr. Tom Koerting, NCA Memorial Service Network IV Engineer

Ms. Kathleen Schamel, VA Historic Preservation Office

Ms. Sara Leach, NCA Historian

A. Regarding the attached I-94 E-W Coordination Plan:

NCA COMMENT: The following point of contact as listed under Section 2.3 is only for the VA Medical Center and not for Wood National Cemetery/NCA. *Department of Veterans Affairs Bill Janowski, U.S. Dept. of Veterans Affairs, Milwaukee Regional Office, 5400 National Avenue, Milwaukee, WI 53214 (414) 382-5300, William.janowski@VA.gov, Invited Participating Agency (7/2/12)* Accordingly, we request that you add the following Wood National Cemetery/NCA points of contact to the Coordination Plan per our discussion last week. (Mr. Glenn Madderom, Mr. Alphaeus Richburg, Mr. Gary Rothfeld). Also for purposes of this Coordination Plan document, you can consider Wood National Cemetery/NCA as both invited and accepted based on our initial meeting last week.

B. Regarding the attached I-94 E-W Impact Analysis Methodology- specifically Section 9 Cemetery/Burial Site Impact Methodology:

NCA COMMENT: As per our discussion last week please be aware that NCA considers interments of Veterans at national cemeteries as ***permanent and final***. NCA has a sacred trust to ensure that all national cemeteries are perpetually maintained as national shrines to the sacrifices made by our Nation's Veterans. Any proposed plans or actions that might affect a gravesite or the serene environment of historic Wood National Cemetery will not be viewed favorably by the National Cemetery Administration or VA.



**From:** Madderom, Glenn [mailto:Glenn.Madderom@va.gov]

10602701-00072R-RDA06

**Sent:** Friday, November 09, 2012 2:49 PM

**To:** Payant, Dobra - DOT; Bethaney.Bacher-Gresock@dot.gov

**Cc:** Leach, Sara Amy; Rothfeld, Gary (CFM); Koerting, Thomas D.; Schamel, Kathleen (CFM); Richburg, Alphaeus L.; Ohman, Diana J. (SES); Gemmell, James; Powers, Glenn (SES); Tyson, Patricia (Tish); Beller, Robert (SES); Houterman, Christian; Rinaldi, Laura M.; Walker, Brian

**Subject:** NCA Response; Draft Purpose and Need statement for the I-94 East-West study in Milwaukee, WI

Ms. Payant;

Thank you for providing VA National Cemetery Administration (NCA) with the opportunity to participate in the ongoing study and document review process. After reviewing the "Draft Purpose and Need Statement for the I-94 East West Study in Milwaukee, WI" that you forwarded for comment on November 2, 2012, NCA has concerns and comments on the following items contained in that document;

#### NCA Concern, Page 1-9

The 2035 regional transportation system plan includes the following recommendations for the I-94 East-West Corridor study area: Expand I-94 from 6 to 8 travel lanes (4 lanes in each direction) through the entire study area

#### NCA Concern, Page 1-10

Based, in part, on the traffic operations information, the 2003 regional freeway system plan includes the following conceptual improvement recommendations for the I-94 East-West Corridor study area:

Reconstruct I-94 with considerations for the following: conversion from 6 to 8 travel lanes, new pavement with full shoulders, new bridges with additional vertical clearance, revised entrance ramps for better operations, and revised vertical alignment to accommodate safer stopping sight distances.

Reconstruct I-94/US 41/WIS 341/Miller Parkway Interchange (Stadium Interchange) as a high-type service interchange (see page 1-2 for discussion of a "high-type" service interchange).

- Add auxiliary lanes between interchanges.
- Reconstruct Mitchell Boulevard interchange to a modified half diamond.

#### NCA Concern Page 1-31

The Zablocki Drive bridge over I-94 has a Structural Evaluation Rating of 2 defined as "basically intolerable requiring high priority of replacement." The Zablocki Drive bridge provides access to the Wood National Cemetery and Department of Veterans' Affairs complex from Bluemound Road. Currently, the bridge is posted with a 10-ton weight limit Page 1-31

#### NCA Comment/Response:

As previously expressed to your office, NCA has definite concerns about any potential solutions being proposed such as lane increases, lane widening, ramp revisions, bridge replacement, or interchange modifications that would cause highway infringement onto or over any portion of the historic Wood National Cemetery property. NCA considers interments of Veterans at national cemeteries as ***permanent and final***. NCA has a sacred trust to ensure that all national cemeteries are perpetually maintained as national shrines to the sacrifices made by our Nation's Veterans. Any proposed highway or bridge improvement plans or actions that might affect the historic gravesites, landscape, or the serene environment of Wood National Cemetery will not be viewed favorably by the National Cemetery Administration or Department of Veterans Affairs.

Wood National Cemetery is listed on the National Register and it is a component of the Northwestern Branch-National Home for Disabled Volunteer Soldiers National Historic Landmark, designated in 2011. As such, coordination of all study findings, alternatives and recommendations that could potentially affect Wood National Cemetery would require consultation with the National Park Service, Advisory Council on Historic Preservation (16 U.S.C. 470h-2(f)), and Wisconsin SHPO per 36 CFR Part 800. Federal requirements for historic preservation consultation for National Historic Landmarks is described at the following website <http://www.achp.gov/regs-nhl.html> and NCA believes that FHWA/DOT is the lead agency for this. Ms. Payant can you please confirm if that is correct?

NCA remains very interested in the process for your ongoing study and intends to be an active participant in the entire review process. Ms. Payant, have you also included representatives from Zablocki VA Medical Center in your process?

Thank you for providing NCA with the opportunity to participate in your continuing process as it moves forward.

Glenn

Glenn Madderom

Chief, Cemetery Development and Improvement Service

575 N. Pennsylvania St, Room 495

Indianapolis, IN 46204-1581

Phone: 317-916-3797

Cell: 317-409-1634 FAX: 317-226-0206

---

**From:** Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]

**Sent:** Friday, November 02, 2012 4:21 PM

**To:** 'Anthony.D.Jernigan@usace.army.mil'; 'Westlake.Kenneth@epa.gov'; 'Michele\_Curran@nps.gov'; Madderom, Glenn; Richburg, Alphaeus L.; Thompson, Michael C - DNR; 'Brian.Dranzik@milwcnty.com'; Polenske, Jeff; 'pdaniels@ci.westallis.wi.us'; Yunker, Ken

**Cc:** Waldschmidt, Jay - DOT; 'Bethaney.Bacher-Gresock@dot.gov'; Nguyen, David - DOT; Webb, Charlie; Lee, Scott - DOT; Barth, Tony - DOT; Lynch, Jason - DOT; 'Mary O'Brien'

**Subject:** Draft Purpose and Need statement for the I-94 East-West study in Milwaukee, Wisconsin

Mr. Madderom,

Thank you for your comments on Draft Purpose and Need statement for the I-94 East-West corridor study. I would like to ensure you that all your comments are being considered during development of design alternatives for the project.

At this point of the study, we are preparing for our second round of Public Information Meetings (PIM#2) to be held on December 5 and 6. During the PIM#2, we will be presenting a wide range of preliminary design concepts to the public for the first time. The design concepts will include several options for the section of I-94 through the cemetery. We would like to share some of the relevant options with you prior to December 5. I will be contacting Mr. Alphaeus Richburg shortly in an effort to arrange for another meeting with you to discuss options that have been developed so far and obtain your preliminary input. Please keep in mind that nothing should be considered final at this time - it is still very early in the process.

You have also asked a couple of questions in your e-mail below. Just to confirm, FHWA and WisDOT are the lead agencies for this study. Also, regarding our contacts with Zablocki VA Medical Center - we had contacts with Mr. Gary J. Kunich, Public Affairs Officer of Milwaukee VA Medical Center earlier this year. However, we haven't heard from them recently. We are planning on contacting the Milwaukee VA Medical Center to check on their desired level of involvement in the project and to let them know about the upcoming PIM#2.

Again, thank you for your comments and your participation in the project.

Dobra Payant

**From:** Moran, Thomas (CFM) [<mailto:Thomas.Moran2@va.gov>]

**Sent:** Thursday, July 25, 2013 6:12 PM

**To:** Payant, Dobra - DOT; Lynch, Jason - DOT

**Cc:** Madderom, Glenn; Houterman, Christian; Leach, Sara Amy; Koerting, Thomas D.; Powers, Glenn (SES); Post, Jacqueline (CFM); Tyson, Patricia (Tish); Wright, Kimberly (SES); Schamel, Kathleen (CFM); Richburg, Alphaeus L.; Howard, Tom (NCA); Gemmell, James; Cryer, Matthew A.; McLain, James; Beller, Robert (SES); Walker, Brian E.; Ohman, Diana J. (SES); D'Amato, Sue; Mobley, Mark; Dantoin, Kenneth

**Subject:** VA Review Comments - Draft Section 2, Alternatives Considered, for the I-94 East-West study

Dobra Payant / Jason Lynch:

The Department of Veterans Affairs (VA) thanks WisDOT for the opportunity to provide comments regarding the above noted proposed action. VA provides the following written public comments to the draft National Environmental Policy Act (NEPA) Environmental Impact Statement (EIS) document, Section 2, Alternatives Considered.

Please note that all three VA Administrations, Veterans Health (VHA), National Cemetery (NCA), and Veterans Benefits (VBA) will be impacted by this proposed project. While their missions are obviously quite different, all would be impacted in several resource areas, specifically: transportation / traffic; visual / viewshed; cultural resources; and noise. In general, the probable impacts to the NCA cemetery are driven by its close proximity; while the probable impacts to the VHA Medical Center and the VBA Center are driven by traffic / transportation issues, having a markedly greater numbers of staff, volunteer personnel, Veterans (whether medical patients or benefits clients) and patient visitors.

Based upon series of recent direct communications, VA understands the following:

1. The likely option that will go forward in future iterations of this study is the stacked freeway.
2. The existing Gen Mitchell on/off ramps are proposed to be eliminated under all remaining options.
3. The narrowed list of Stadium interchange options still under consideration by WisDOT are shown by Exhibits 2-16 and 2-18 in the Draft document. All other interchange options that were included in this review package have been eliminated from consideration.
4. None of the remaining roadway / interchange options still under consideration require WisDOT to request NCA property or relocate gravesites. All remaining options stay within DOT right of way.

Based upon these proposed project understandings and general assessment presumed impacts thereof, VA provides the following NEPA comments:

1. For a variety of reasons, including safety, evacuation, and traffic congestion, VA stresses the continued need for a North access route to VA campus to remain available.
2. Due to transportation conflicts during use of Miller Field complex, VA stresses the continued need for this North access route to be independent of the Miller Field General Mitchell Blvd entrance/exit.
3. Furthering these comments, if the current (Zablocki) bridge over I-94 is removed, a replacement bridge (such as shown in Exhibit 2-9, Alternative C-2) or segregated underpass for North / South access should be incorporated into the proposed project.

4. For any of the proposed project options which have some vertical element (ex. "All Up" and "Split Up/Down") in the "Cemetery Segment", VA has great concern regarding design of the sidewalls with respect to visual and/or noise impacts. VA encourages WisDOT to incorporate features such as full walls, decorative feature in/on sidewalls, use of vegetation, among others, to minimize noise and/or visual impacts.
5. Modified S2 (Exhibit 2-16) provides for better segregation of Miller Field vs VA traffic than does Modified S3 (Exhibit 2-18), even though neither one of these alternatives allows for continues connection of Zablocki across I-94.
6. Sidewalls for the proposed upper deck lanes should be high enough for minimization of noise and visual impacts. These sidewalls should also have similar treatment(s) as those outlined in Comment 4 above.
7. A 3D sun study evaluation for each of the stacked freeway options should be accomplished to determine how much shade would be projected onto cemetery property, and therefore impacts to maintaining healthy turf in National Cemetery.
8. Adequate signage needs to be maintained regarding access to VA Medical Center and National Cemetery in any scheme selected.
9. Continuing formal historic consultation is required regarding this proposed project based upon the National Register status of both the National Cemetery and the Medical Center. VA looks forward to continuing these, and other, discussions and comment submittals regarding this important project for the transportation needs of the area.

*tanx,*

**Thomas W. Moran, P.E.**

***Environmental Engineer***

***Department of Veterans Affairs***

**Construction Facilities Management**

425 I Street

Washington, DC 20001

202-632-5375

202 -590-2330 BB





DEPARTMENT OF VETERANS AFFAIRS  
VA GREAT LAKES HEALTH CARE SYSTEM  
Clement J. Zablocki VA Medical Center  
5000 West National Avenue  
Milwaukee, WI 53295

October 30, 2013

Mr. Jason Lynch  
Project Manager  
WisDOT  
141 N.W. Barstow Street  
Waukesha, WI 53118

Dear Mr. Lynch


For the past few months the Clement J. Zablocki VA Medical Center has been monitoring the Interstate 94 project. It has been brought to my attention that one of the proposals would remove the access ramps from Hawley Road. Pursuing this proposal would effect over 4,500 employees, volunteers and students working at the VA Medical Center and Regional VA Benefits Office. This proposal would further impede access to over 700,000 annual Veteran visits to the VA Medical Campus.

Please consider these factors in pursuing a solution. The VA's contact person for this project is:

Matthew Cryer, Program Manager  
Milwaukee VAMC  
414-384-2000 x45716  
[matthew.cryer@va.gov](mailto:matthew.cryer@va.gov)

Please let us know of any questions with regard to this letter.

Sincerely,

  
Robert H. Beller, FACHE  
Medical Center Director

**From:** Payant, Dobra - DOT  
**Sent:** Friday, April 11, 2014 3:39 PM  
**To:** 'Madderom, Glenn'; 'Thomas.Moran2@va.gov'  
**Cc:** Lynch, Jason - DOT; Treazise, Michael - DOT; Webb, Charlie; Goldsworthy, Benjamin; DOT  
**Subject:** DTSD SE SEF I94EW Doc Control  
 Response to VA comments on draft Section 2, Alternatives Considered, for I-94 East-West Corridor Study in Milwaukee Co., Wisconsin

Glenn and Tom,

As you requested during our last Cooperating and Participating Agency meeting in January, attached are the responses to your comments (provided by Mr. Thomas Moran, see the second attachment below) on draft Section 2, Alternatives Considered, of the Draft Environmental Impact Statement (DEIS).



140411 VA Section VA Sec 2 comments2-23\_Relocated\_Mit2-19\_Stadium\_S3.54-12\_Zablocki\_Dr\_RPIM\_3-18d\_Key\_Ob  
 2 response.p... w brackets.p... chell\_Blvd\_I... \_v14.pdf econstructio... eservation Poi...

Please let me know if you have any questions re. this response or would like to set up a meeting.

Thank you.

Dobra

*Dobrogniewa (Dobra) S. Payant, P.E.*

WisDOT SE Region

I-94 East-West Study Team

141 NW Barstow Street

Waukesha, WI 53187-0798

(414) 750-2677

**From:** Moran, Thomas (CFM) [<mailto:Thomas.Moran2@va.gov>]

**Sent:** Thursday, July 25, 2013 6:12 PM

**To:** Payant, Dobra - DOT; Lynch, Jason - DOT

**Cc:** Madderom, Glenn; Houterman, Christian; Leach, Sara Amy; Koerting, Thomas D.; Powers, Glenn (SES); Post, Jacqueline (CFM); Tyson, Patricia (Tish); Wright, Kimberly (SES); Schamel, Kathleen (CFM); Richburg, Alphaeus L.; Howard, Tom (NCA); Gemmell, James; Cryer, Matthew A.; McLain, James; Beller, Robert (SES); Walker, Brian E.; Ohman, Diana J. (SES); D'Amato, Sue; Mobley, Mark; Dantoin, Kenneth

**Subject:** VA Review Comments - Draft Section 2, Alternatives Considered, for the I-94 East-West study

Dobra Payant / Jason Lynch:

The Department of Veterans Affairs (VA) thanks WisDOT for the opportunity to provide comments regarding the above noted proposed action. VA provides the following written public comments to the draft National Environmental Policy Act (NEPA) Environmental Impact Statement (EIS) document, Section 2, Alternatives Considered.

Please note that all three VA Administrations, Veterans Health (VHA), National Cemetery (NCA), and Veterans Benefits (VBA) will be impacted by this proposed project. While their missions are obviously quite different, all would be impacted in several resource areas, specifically: transportation / traffic; visual / viewshed; cultural resources; and noise. In general, the probable impacts to the NCA cemetery are driven by its close proximity; while the probable impacts to the VHA Medical Center and the VBA Center are driven by traffic / transportation issues, having a markedly greater numbers of staff, volunteer personnel, Veterans (whether medical patients or benefits clients) and patient visitors.

Based upon series of recent direct communications, VA understands the following:

- 1 [ 1. The likely option that will go forward in future iterations of this study is the stacked freeway.
- 2 [ 2. The existing Gen Mitchell on/off ramps are proposed to be eliminated under all remaining options.
- 3 [ 3. The narrowed list of Stadium interchange options still under consideration by WisDOT are shown by Exhibits 2-16 and 2-18 in the Draft document. All other interchange options that were included in this review package have been eliminated from consideration.
- 4 [ 4. None of the remaining roadway / interchange options still under consideration require WisDOT to request NCA property or relocate gravesites. All remaining options stay within DOT right of way.

Based upon these proposed project understandings and general assessment presumed impacts thereof, VA provides the following NEPA comments:

- 5 [ 1. For a variety of reasons, including safety, evacuation, and traffic congestion, VA stresses the continued need for a North access route to VA campus to remain available.
- 6 [ 2. Due to transportation conflicts during use of Miller Field complex, VA stresses the continued need for this North access route to be independent of the Miller Field General Mitchell Blvd entrance/exit.

- 7 [ 3. Furthering these comments, if the current (Zablocki) bridge over I-94 is removed, a replacement bridge (such as shown in Exhibit 2-9, Alternative C-2) or segregated underpass for North / South access should be incorporated into the proposed project.
- 8 [ 4. For any of the proposed project options which have some vertical element (ex. "All Up" and "Split Up/Down") in the "Cemetery Segment", VA has great concern regarding design of the sidewalls with respect to visual and/or noise impacts. VA encourages WisDOT to incorporate features such as full walls, decorative feature in/on sidewalls, use of vegetation, among others, to minimize noise and/or visual impacts.
- 9 [ 5. Modified S2 (Exhibit 2-16) provides for better segregation of Miller Field vs VA traffic than does Modified S3 (Exhibit 2-18), even though neither one of these alternatives allows for continues connection of Zablocki across I-94.
- 10 [ 6. Sidewalls for the proposed upper deck lanes should be high enough for minimization of noise and visual impacts. These sidewalls should also have similar treatment(s) as those outlined in Comment 4 above.
- 11 [ 7. A 3D sun study evaluation for each of the stacked freeway options should be accomplished to determine how much shade would be projected onto cemetery property, and therefore impacts to maintaining healthy turf in National Cemetery.
- 12 [ 8. Adequate signage needs to be maintained regarding access to VA Medical Center and National Cemetery in any scheme selected.
- 13 [ 9. Continuing formal historic consultation is required regarding this proposed project based upon the National Register status of both the National Cemetery and the Medical Center.

VA looks forward to continuing these, and other, discussions and comment submittals regarding this important project for the transportation needs of the area.

*tanx,*

***Thomas W. Morax, P.E.***

***Environmental Engineer***

***Department of Veterans Affairs***

**Construction Facilities Management**

425 I Street  
Washington, DC 20001  
202-632-5375  
202-590-2330 BB



**Response to July 25, 2013 e-mail from the Department of Veterans Affairs (VA) regarding Section 2, Alternatives Considered, of the I-94 East-West Corridor Study Draft EIS**

1. At this point in the study process, both the At-Grade alternative (formerly named Alternative C2) and the Double Deck alternative (formerly named Modified Alternative C5), either in the all up or partial down configuration, remain viable alternatives in the segment where I-94 passes between the Wood National Cemetery. No decision has been made on a preferred alternative for this area.

The Draft Environmental Impact Statement (EIS) will not identify a preferred alternative. Both the At-Grade and Double Deck alternatives will be presented at the public hearing following the release of the Draft EIS in late-2014, allowing for additional agency and public input. Based on this input and additional evaluation of the alternatives, an alternative will be selected and that selection will be documented in the Final EIS. WisDOT and FHWA encourage comments throughout the study process regarding these alternatives.

2. This statement is correct. Under both the At-Grade and Double Deck alternatives, the Mitchell Boulevard interchange will be removed. Mitchell Boulevard will continue to cross under I-94 as it does today. To replace the loss of access to and from I-94 at Mitchell Boulevard, a new service interchange will be built approximately 0.5 mile to the east of the existing Mitchell Boulevard interchange, near the Stadium Interchange. This new service interchange will be embedded within the reconstructed Stadium Interchange. The interchange ramps will connect to 44<sup>th</sup> Street and a new local road that will be built west of the Stadium Interchange (tentatively referred to as 46<sup>th</sup> Street). See attached Exhibit 2-23 for an overview of the new service interchange.
3. The Single Point Interchange with Free Flow Ramps from I-94 alternative (formerly named Modified Alternative S3) is the only Stadium Interchange alternative that remains under consideration. Please see attached Exhibit 2-19.
4. This statement is correct. No alternatives will acquire NCA property or relocate any graves.
5. Under all alternatives, access routes to and from the VA Campus from the north will remain in place.

Under the At-Grade alternative, Zablocki Drive and Mitchell Boulevard will remain in the same locations and continue to provide access to/from the VA Campus and Bluemound Road. Under both the All Up and Partial Down options of Double Deck alternative, Mitchell Boulevard would remain in its current location and Zablocki Drive would be routed immediately to the west of, but separate, from Mitchell Boulevard. Both roads will travel under I-94, with Zablocki Drive providing a connection to/from the VA Campus and Bluemound Road while Mitchell Boulevard would no longer provide access to the VA Campus. Please see attached Exhibit 4-12 and the following table for additional information regarding these alternatives.

	Zablocki Drive	Mitchell Blvd.
<b>At-Grade alternative</b>	Over I-94 in current location	Under I-94 in current location
<b>Double Deck alternative</b>		
All Up	Under I-94 near Mitchell Blvd.	Under I-94 in current location
Partial Down	Under I-94 near Mitchell Blvd.	Under I-94 in current location

6. Per previous VA requests, the Zablocki Drive connection to the VA Campus would remain separate from Mitchell Boulevard under every alternative.
7. Under the At-Grade alternative, the existing Zablocki Drive bridge would be replaced by a longer bridge in the same location. The new bridge and the approach roadway on either side of the bridge would be higher and potentially wider to provide adequate clearance over I-94, which would be raised 3 to 5 feet under the At-Grade alternative. Under the Double Deck alternative, either the All Up or Partial Down options, Zablocki Drive would be moved and located immediately west of Mitchell Boulevard. North of I-94, Zablocki Drive would be separated from Mitchell Boulevard so that Miller Park game-day traffic would not conflict with VA traffic. Zablocki Drive would cross under I-94 next to Mitchell Boulevard.
8. If the Double Deck alternative is selected as the preferred alternative, potential mitigation elements will be developed to mitigate the impacts to the VA Campus. Mitigation options include visual screening on the freeway that, as suggested previously by the VA, would potentially depict an image that fits the setting of the National Cemetery, and the use of trees/shrubs, where possible, to screen/diminish the size of the walls of the double deck freeway.

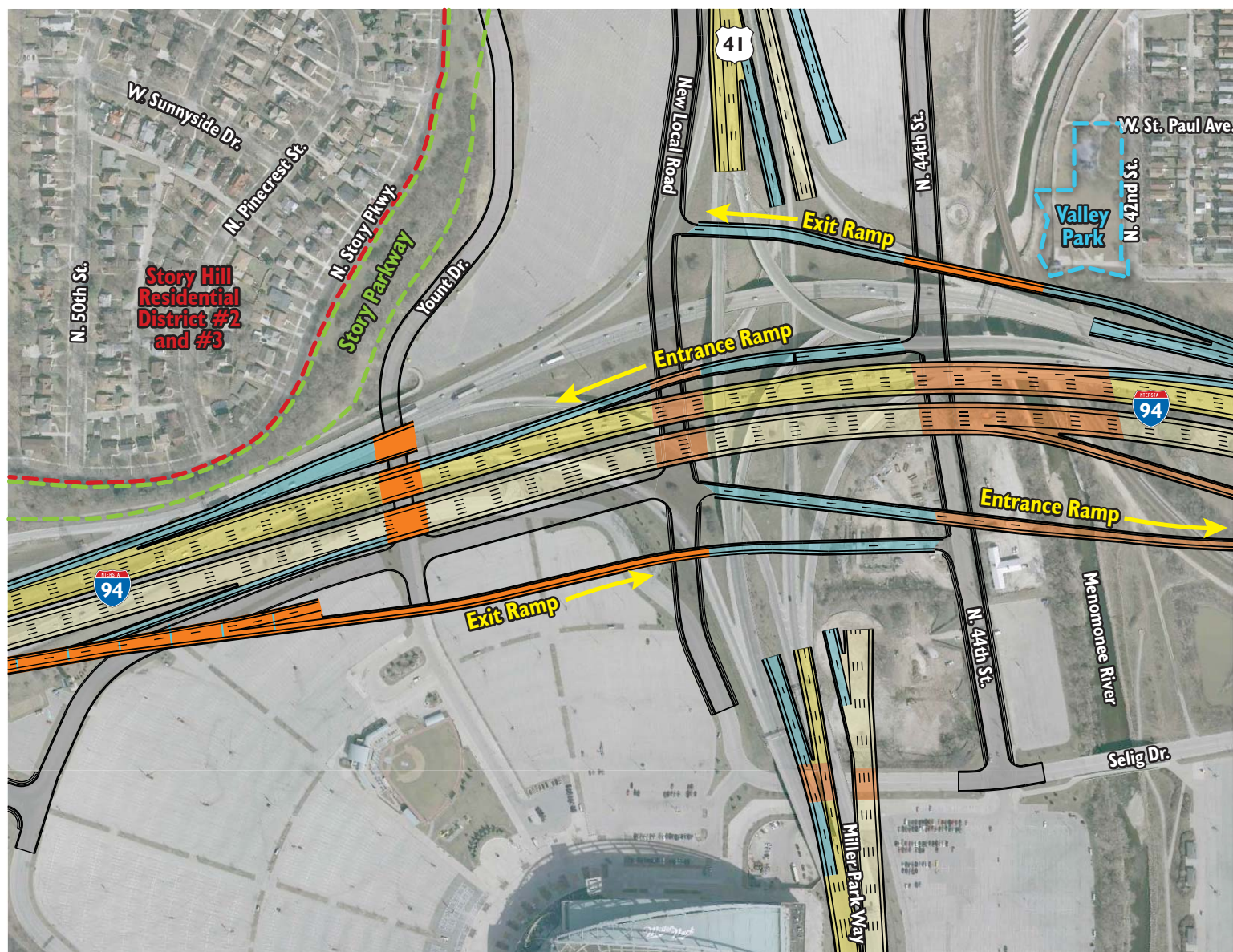
Additionally, the side of the double deck freeway could be built so that it would be open, except for the concrete columns that would hold up the upper level. Those looking at the double deck freeway would be able to see and hear traffic on the lower level of the freeway. However, open sides would also allow views through the double deck to the other side of the cemetery from some, but not all, vantage points. The side of the double deck could also be constructed so that it is closed, meaning the side of the double deck would appear as a solid wall. Traffic on the lower level would not be visible from the cemetery, but there would be no views to the other side of the cemetery. Additionally, constructing the double deck with a solid wall requires the need for mechanical ventilation along the lower level to assist with air flow. WisDOT will work with the VA and the other Section 106 consulting parties to decide upon the best design for the walls of the double deck structure. See Exhibit 3-18d for an example of what the double deck options could look like near the Cemetery.

Additional potential mitigation measures will be developed during project design.

9. As noted in response #3, the Single Point Interchange with Free Flow Ramps from I-94 alternative is the only Stadium Interchange alternative that remains under consideration. Access to and from the VA Campus via Zablocki Drive would remain via the existing Zablocki Drive location under At-Grade alternative or the new Zablocki Drive location under the Double Deck alternative. This allows for VA Campus traffic and Miller Park traffic to be segregated. Exhibit 2-

19 showing the Single Point Interchange with Free Flow Ramps from I-94 alternative was revised to show the connection between the VA campus and Zablocki Drive.

10. Please see response #8.
11. A solar analysis was conducted in response to a VA request regarding the potential of areas north of the double-deck structure being in constant shade. The analysis looked at shading at two locations in the cemetery segment at both the summer solstice (usually June 21) and winter solstice (usually December 21). In the winter months, areas closest to the north side of I-94 may be shaded for the entire day. During the summer, there would be sunlight on most of the ground. A 0-10-foot strip of land, directly adjacent to I-94, would experience shading during a large portion of the day, but the area would see enough sun to continue growing. With the right seed mixture it would only need about two hours of sun per day in order to grow. WisDOT will continue to work with the VA Campus team to address the issue to the VA's satisfaction. This includes developing a special grass seed mix (perhaps one that is 70%-80% fescue), in collaboration with VA, to have a grass that grows in shaded conditions. A short technical report regarding the project's potential solar impact on Wood National Cemetery will be provided to the VA. WisDOT met with Al Richburg on February 21, 2014 to discuss this issue and will have continuing discussions.
12. WisDOT will continue to coordinate with the VA regarding signage on I-94.
13. WisDOT is meeting monthly with the Section 106 consulting parties, including the NCA, VA Medical Center, and VA HPO, to discuss the project and its potential impact on historic structures/districts, including the Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic Landmark and Soldiers' Home National Register District.

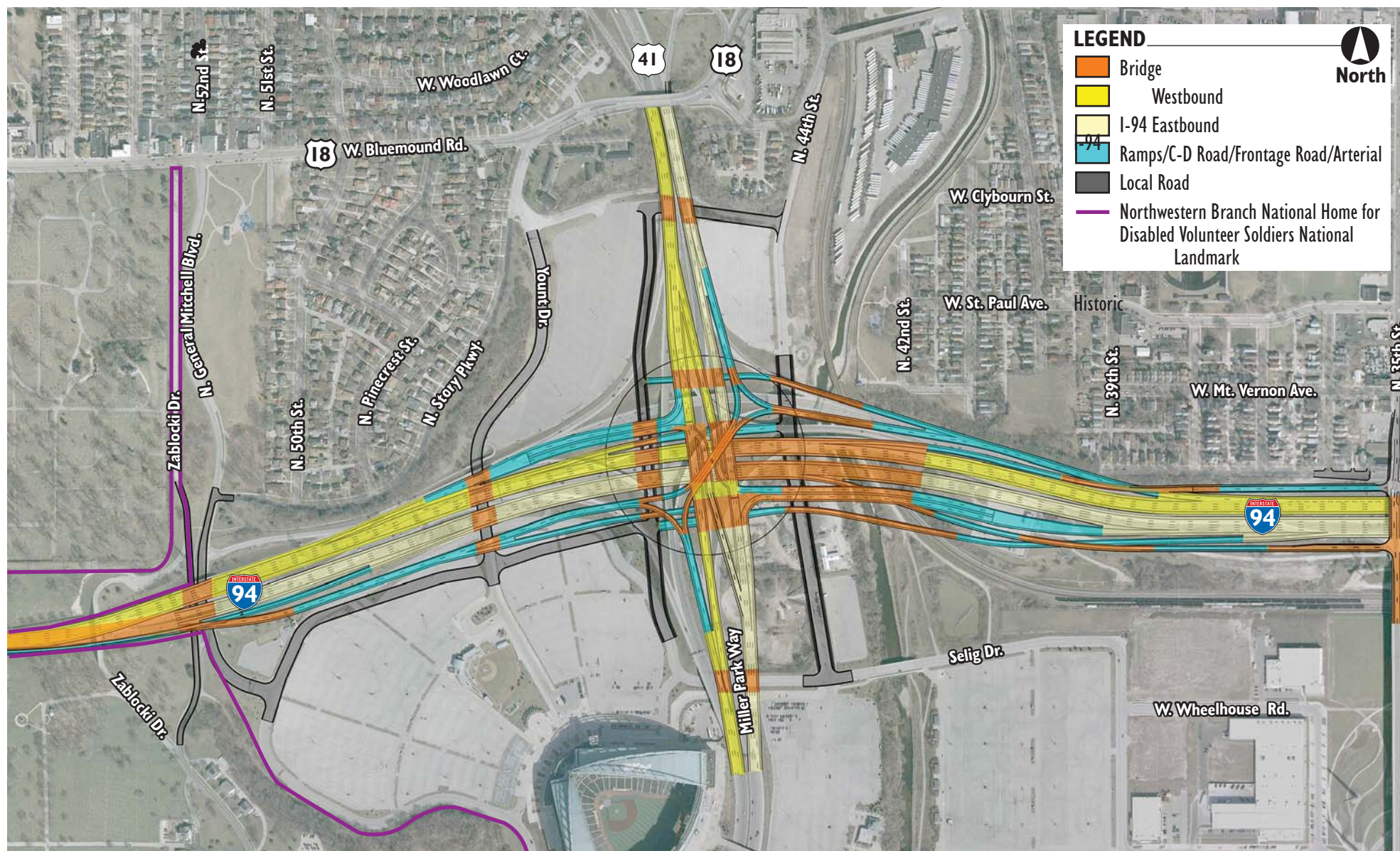
**LEGEND**

- I-94 WB/US 41 SB
- I-94 EB/US 41 NB
- C-D Road/System Ramp/Service Ramp
- Local Road
- Story Hill Residential District #2 and #3
- Valley Park
- Story Parkway
- North

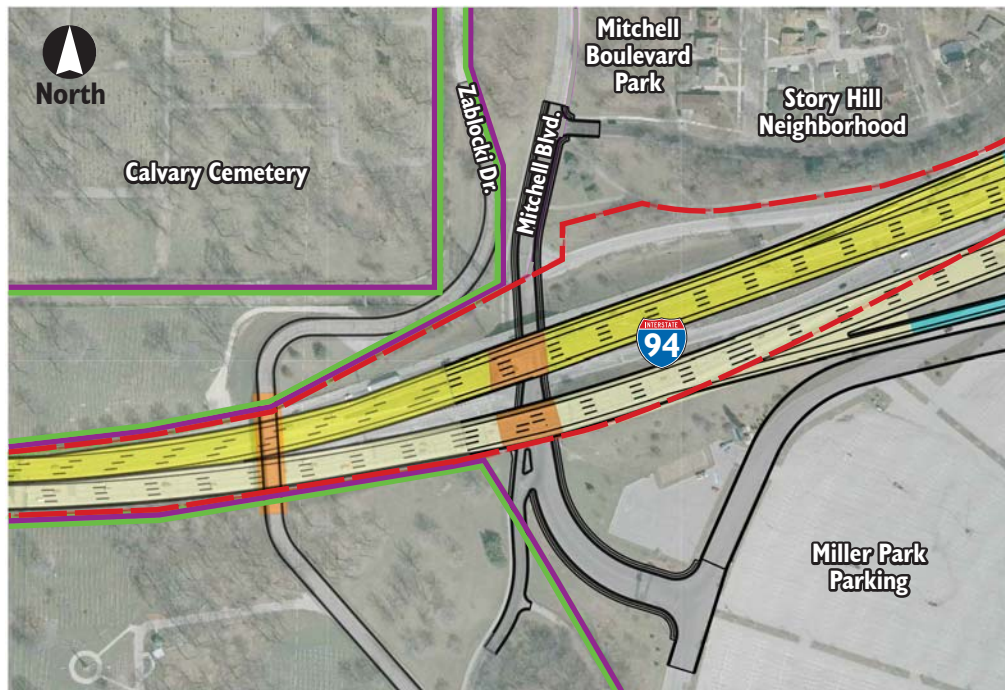
**NOTE:**  
US 41 and system interchange ramps have been removed from exhibits for clarity.



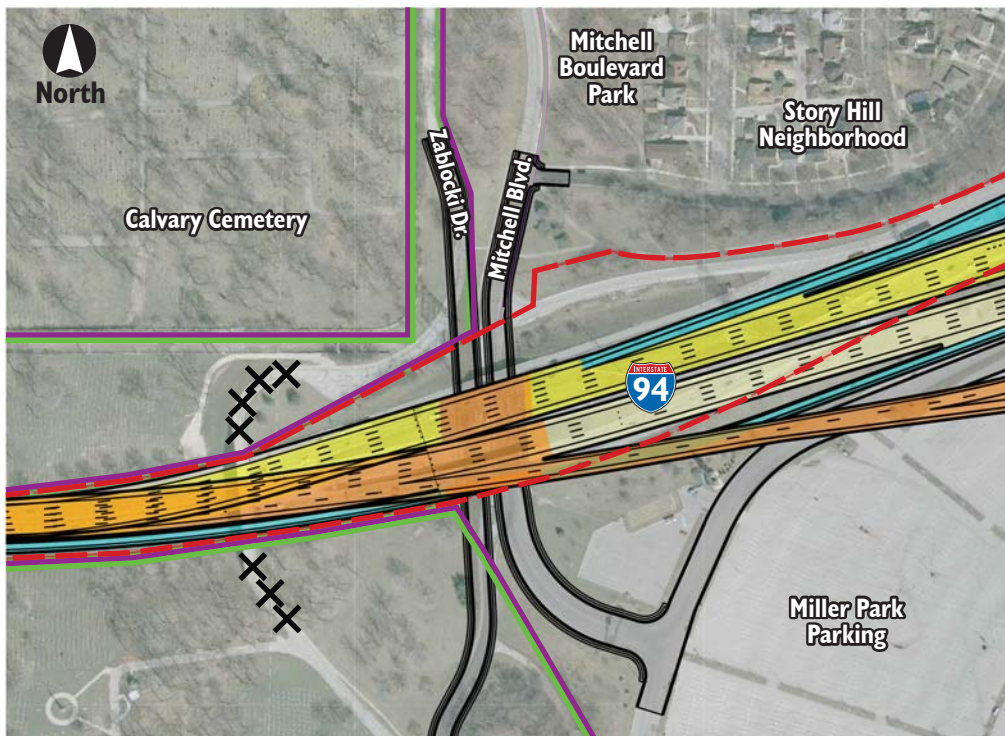








The Zablocki Drive bridge over I-94 would be replaced by a longer bridge in the same location (At Grade).



Zablocki Drive would be moved east toward Mitchell Boulevard and would cross under I-94 next to Mitchell Boulevard (All Up and Partial Down).

#### LEGEND

- Northwestern Branch National Home for Disabled Volunteer Soldiers National Historic Landmark
- WisDOT Right of Way
- VA Property



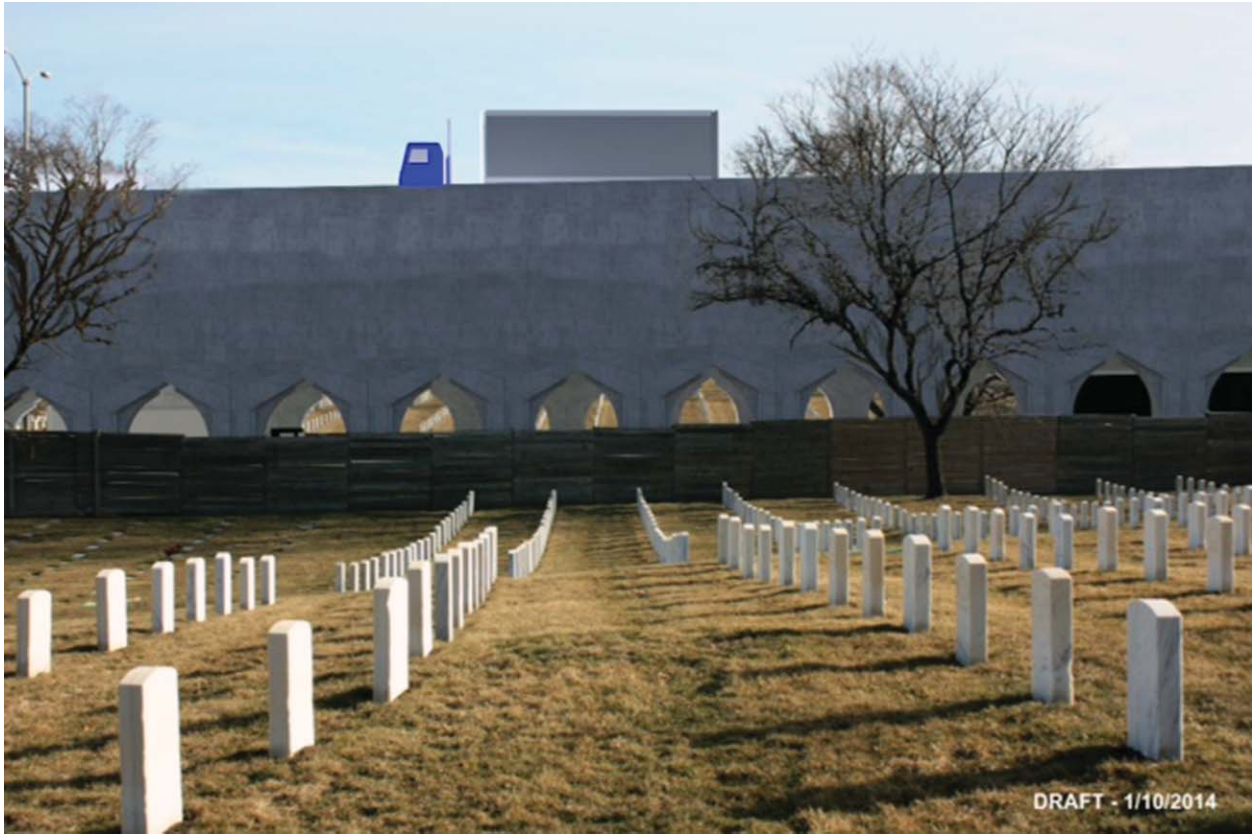
#### Exhibit 4-12

Zablocki Drive Reconstruction Options





Existing Condition: From Wood National Cemetery (north side of I-94) looking south at I-94 and main part of Wood National Cemetery beyond.



Simulation: Double Deck Alternative with the Partial Down alignment and openings on the lower deck.



Simulation: Double Deck Alternative with the All Up alignment.



Simulation: Double Deck Alternative with the All Up alignment and openings on the lower deck.



---

**From:** Madderom, Glenn [mailto:Glenn.Madderom@va.gov]

**Sent:** Friday, April 25, 2014 4:02 PM

**To:** Payant, Dobra - DOT; Bethaney.Bacher-Gresock@dot.gov

**Cc:** Houterman, Christian; Leach, Sara Amy; Powers, Glenn (SES); Tyson, Patricia (Tish); Wright, Kimberly (SES); Howard, Tom (NCA); Gemmell, James; Cryer, Matthew A.; McLain, James D.; Elliott, Glenn (CFM); Moran, Thomas (CFM); Hooker III, William E.; King, Wayne O.; Young, Peter; Schamel, Kathleen (CFM); Koerting, Thomas D.; Walker, Brian E.; Beller, Robert (SES); Post, Jacqueline (CFM); Ohman, Diana J. (SES); D'Amato, Sue

**Subject:** VA/NCA Response Comments from 4/22/14 Section 106 meeting I-94 East-West Corridor Study, Milwaukee, WI

Ms. Payant/Ms. Bacher-Gresock;

Thank you for the opportunity to provide feedback and response comments as part of the April 22, 2014 Section 106 consultation meeting for the I-94 East-West Corridor Study. In response to your April 23, 2014 message below, here are VA and National Cemetery Administration (NCA) concerns about the I-94 study options that are currently being considered for both the "At Grade" and "Double Deck" highway options.

- 1) Noise study information that has been provided appears to indicate that noise levels will increase inside the national cemetery. NCA considers that to be an adverse effect to Wood National Cemetery requiring mitigation. As discussed during the meeting today potential solutions should be considered to mitigate additional noise, such as full enclosure of the lower deck to contain noise within the lower level, and inclusion of appropriately sized sound walls on the upper level to deflect noise away from the historic national cemetery grounds. NCA also feels that our site falls under the noise criteria A and not C. While WisDot guidance may categorize the site under C for being a cemetery, the definition under A is a direct match to that of Wood National Cemetery which is a national shrine historic property.
- 2) There are also many unanswered questions regarding the accuracy of the noise study depicting potential impacts to the property. Specifically where the field measurements were taken and the discrepancy in the document table depicting field measurements, modeled decibels, and the changes in those volumes. This is connected to the discussion of impacts to the character of the historic site under Section 106 and Section 4(f).
- 3) The graphic renderings provided to date indicate that proposed Double Deck highway options will divide the North portion of the national cemetery from the South portion with a visually overwhelming concrete structure. NCA considers that to be an adverse effect to Wood National Cemetery requiring mitigation. As discussed during the meeting today, potential mitigation solutions should be considered to reduce the harsh and visually overwhelming appearance of the proposed highway structures, such as using decorative/textured concrete finishes, embossing/etching/forming patriotic or historic images into the exposed concrete sidewalls of the structure, or using other architectural methods to lessen the visual impact, etc.
- 4) NCA remains concerned about the potential for perpetual shading occurring onto historic national cemetery grounds/turf. This issue will require close attention as structure and sound wall heights are being considered to ensure that gravesites on either side of the I-94 highway are not being placed into



perpetual shade environment. This concern relates to not only the operational aspects of the cemetery but also to the Historic Character of the cemetery.

- 5) The National Cemetery needs to be called out as a separate resource since it's the parcel that will be affected by the options being studied. Lumping it in with the NHL and NR district buries it within the greater Medical Center. VA disagrees with a conditional no adverse effect (CNAE) for the "at grade" option. VA was not even called out in the group that discussed this and made the CNAE. Increasing traffic will have audible (despite the sound study) and visual effects to the closest graves which in VA's opinion is an adverse effect. For the "at grade" option, VA would request sound wall and/or other types of appropriate mitigation to reduce the increased visual and noise affects that would occur on the historic national shrine cemetery property.
- 6) The National Cemetery impacts fall under Section 4(f) for impacts related to Historic Properties as well as separately under Park/Recreational lands open to the public criteria. We feel that a 4(f) discussion needs to happen prior to a decision being made under Section 106 due to the fact that mitigation associated with all of the alternatives may also affect historic characteristics of the site. As an example a sound wall to decrease noise impacts under 4(f) may be an adverse action regarding the "at grade" alternative.

Thanks, Glenn  
 Glenn Madderom  
 Chief, Cemetery Development & Improvement Service  
 National Cemetery Administration  
 575 N. Pennsylvania St. Room 495  
 Indianapolis, IN 46204  
 Phone; 317-916-3797  
 Cell; 317-409-1634

**From:** Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]

**Sent:** Wednesday, April 23, 2014 1:29 PM

**To:** 'Michele\_Curran@nps.gov'; Madderom, Glenn; 'Carlen.hatala@milwaukee.gov'; 'mjarosz@uwm.edu'; 'Melissa Cook'; 'anthony.d.jernigan@usace.army.mil'; Leach, Sara Amy; Schamel, Kathleen (CFM); 'emerritt@savingplaces.org'; 'dawnhmcc@gmail.com'; 'melizabethdaniels@gmail.com'; 'GScheurell@savingplaces.org'; Cryer, Matthew A.; Pulak, Douglas D. (CFM); 'clegard@achp.gov'; 'Bethaney.Bacher-Gresock@dot.gov'; Kennedy, Jason - DOT; Becker, James - DOT; Webb, Charlie; 'dkeene@arch-res.com'; 'jnvogel@hrltd.org'; Lynch, Jason - DOT; 'tem@tds.net'; Heimlich, Brad; Kaurich, Tracy A - DOT (DTSD Consultant); 'dfugenschuh@milwaukeehistory.net'; Smith, Cameron E - DOT; Dole, Keegan J - DOT; 'Brian Lusher'; 'Charlie.Webb@CH2M.com'; Madderom, Glenn; 'Hatala, Carlen'; 'MaryAnn.Naber@dot.gov'; 'Michele Curran'; 'hazem.isawi@dot.gov'; 'Sara.Orton@CH2M.com'; Rohde, Andrew T - DOT; McKinney, Sean W - DOT; Gates, Dylan P - DOT; Koerting, Thomas D.; Ohman, Diana J. (SES); 'champat@archmil.org'; 'whited@enr.wisc.edu'; 'hkarsh@gmail.com'; Cook, Kimberly A - WHS; Draeger, Jim R - WHS; 'Dave Cleary'; Banker, Sherman J - WHS; Livermore, Jacob J - DOT; 'Jernigan, Anthony D MVP'; 'Zachary.Bentzler@ch2m.com'; Goldsworthy, Benjamin; Bliesner, Brian - DOT; Penkiunas, Daina J - WHS; Elliott, Glenn (CFM); 'Robert Curry'; Hooker III, William E.; 'jensustar@yahoo.com'; Janowski, William B.; Treazise, Michael - DOT; 'Tom.Pettit@CH2M.com'

**Cc:** 'Bethaney.Bacher-Gresock@dot.gov'; DOT DTSD SE SEF I94EW Doc Control

**Subject:** [EXTERNAL] April 22, 2014 - Section 106 consultation meeting for I-94 East-West study, Milwaukee, Wisconsin

As a follow-up to our consultation meeting, I'm forwarding an electronic copy of the FHWA Memorandum, which Bethaney Bacher-Gresock/FHWA presented yesterday :

"FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16<sup>th</sup> St to 70<sup>th</sup> St, Milwaukee, WI (Project ID 1060-27-00)"

Please provide your comments on the assessment of effects presented in this memo to Bethaney Bacher-Gresock/FHWA ( [Bethaney.Bacher-Gresock@dot.gov](mailto:Bethaney.Bacher-Gresock@dot.gov) ) by **May 23, 2014**.

Thank you for participating in the consultation process for our study.

**From:** Payant, Dobra - DOT  
**Sent:** Tuesday, April 29, 2014 3:18 PM  
**To:** 'Madderom, Glenn'  
**Cc:** Elliott, Glenn (CFM); Schamel, Kathleen (CFM); Koerting, Thomas D.; Richburg, Alphaeus L.; Bliesner, Brian - DOT; Lynch, Jason - DOT; Treazise, Michael - DOT; Webb, Charlie; Goldsworthy, Benjamin  
**Subject:** RE: NCA Comments from 2/13/14 Meeting; I-94 East-West Corridor Study - Purpose and Need section of DEIS  
**Attachments:** I-94 East-West Corridor Study, Milwaukee Co., Wisconsin; Noise Analysis within the Wood National Cemetery memorandum; 140221 VA Turf MEETING SUMMARY.PDF

Glenn,

I apologize that it took us a while to respond to your e-mail dated February 14, 2014. Below under each request (letters a. through e.), you will find WisDOT/FHWA responses (in purple). FHWA will be responding to your letter dated April 4, 2014 by separate cover.

Please feel free to contact me if you have any questions regarding information contain in this response.

Thank you.

Dobra Payant

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**From:** Madderom, Glenn [mailto:Glenn.Madderom@va.gov]  
**Sent:** Friday, February 14, 2014 1:40 PM  
**To:** Payant, Dobra - DOT  
**Cc:** Elliott, Glenn (CFM); Schamel, Kathleen (CFM); Koerting, Thomas D.; Richburg, Alphaeus L.  
**Subject:** NCA Comments from 2/13/14 Meeting; I-94 East-West Corridor Study - Purpose and Need section of DEIS

Dobra;

Based on discussions from yesterday's meeting, VA is requesting additional information from the DOT/FHWA team to evaluate the intensity of the impacts on VA's properties to identify potential mitigation. Here is a list of the information that is being requested by VA to evaluate those impacts:

a. Noise study that includes modeling of the alternatives.

The "Noise Analysis within the Wood National Cemetery" memorandum, dated April 4, 2014 was provided to the VA and all the Section 106 agencies in advance of the April 22, 2014 Section 106 meeting. Please see attached e-mail dated April 8, 2014. Due to numerous questions raised during our meeting on April 22, a separate teleconference will be scheduled within next couple of weeks to discuss the information contained in this noise memorandum. We are currently working on selecting a date/time for that conference call.

b. The draft Section 4(f) document containing the evaluation of the impacts to the cemetery under each alternative.

The Draft Section 4(f) evaluation is being developed and has not yet been completed. FHWA is considering the NCA's request to be provided the Draft Section 4(f) for early review, i.e., prior to the 45-day comment period of the Draft EIS. (According to the most up-to-date project schedule, FHWA and WisDOT anticipate signing the Draft EIS and circulating it for public and agency review in November 2014.)

c. A plan which depicts the shadowing effects that may be caused onto adjacent national cemetery grounds by each of the different alternatives.

WisDOT has performed the sunlight/shadowing effect analysis for the cemetery section for the double deck all up alternative. A video showing how much of the north part of the cemetery would be covered by a shadow was presented to Al Richburg during a meeting held on February 21, 2014. Attached are minutes from that meeting. We have saved the video on a CD, which will be mailed to you shortly.

d. A preliminary description on how the DOT will handle existing traffic to the cemetery and the disruption of cemetery operations associated with Zablocki Drive during construction.

The plans for handling the traffic during construction, staging plans, will depend on the alternative selected. Such detailed staging plans will be developed later in the project, after the study phase is completed (i.e., after ROD). At this time, WisDOT commits that connection between the north and south sides of the cemetery will be maintained at all times during construction. WisDOT will coordinate with the VA on an acceptable solution before the staging plans are finalized.

e. A description of how the proposed alternatives will interact with the realignment of the utilities such as the Power Transmission Tower.

The alignment of the transmission towers near the cemetery will not be moving. The towers may move east and west of the cemeteries but will be staying where they are near the cemeteries.

f. Any existing proposed mitigation measures associated with each alternative.

No specific mitigation has been proposed at this time. Again, the specific mitigation will depend on the alternative selected.

WisDOT will continue discussions with the VA and other consulting parties through the Section 106 process to obtain satisfactory mitigation for the project. WisDOT will continue working with the Wood National Cemetery staff to develop the plan for grass to grow in the shaded area north of the freeway in the event the double deck alternative is selected.

Thanks, Glenn

Glenn Madderom

Chief, Cemetery Development & Improvement Service

National Cemetery Administration

575 N. Pennsylvania St. Room 495

Indianapolis, IN 46204

Phone; 317-916-3797

Cell; 317-409-1634

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**From:** Madderom, Glenn

**Sent:** Friday, February 14, 2014 11:48 AM

**To:** 'Payant, Dobra - DOT'

**Cc:** Elliott, Glenn (CFM); Schamel, Kathleen (CFM); Koerting, Thomas D.; Richburg, Alphaeus L.

**Subject:** RE: I-94 East-West Corridor Study - Purpose and Need section of DEIS

Dobra;

I wanted to let you know that NCA will have some written comments/questions from yesterday's meeting that I will be submitting to you next week. Thank you for hosting the informative meeting.

Glenn

Glenn Madderom

Chief, Cemetery Development & Improvement Service

National Cemetery Administration

575 N. Pennsylvania St. Room 495

Indianapolis, IN 46204

Phone; 317-916-3797

Cell; 317-409-1634

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**From:** Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]

**Sent:** Friday, February 14, 2014 11:43 AM

**To:** 'anthony.d.jernigan@usace.army.mil'; Richburg, Alphaeus L.; 'Michele\_Curran@nps.gov'; Cryer, Matthew A.;

Madderom, Glenn; Thompson, Michael C - DNR; Hiebert, Christopher; 'clark.wantoch@milwcnty.gov';

'poole.elizabeth@epa.gov'; 'pdaniels@westalliswi.gov'; Wantoch, Clark; 'brian.dranzik@milwcnty.com'; Polenske, Jeff;

'chris.fornal@milwaukee.gov'; Gemmell, James; Moran, Thomas (CFM); Schamel, Kathleen (CFM)

**Cc:** 'Bethaney.Bacher-Gresock@dot.gov'; Kaurich, Tracy A - DOT (DTSD Consultant); Webb, Charlie; Lynch, Jason - DOT;

Goldsworthy, Benjamin; Heimlich, Brad; Treazise, Michael - DOT; Mary O'Brien; Rohde, Andrew T - DOT; Livermore,

Jacob J - DOT; Dole, Keegan J - DOT; McKinney, Sean W - DOT; Gates, Dylan P - DOT; 'Kreig.Larson@dot.gov'; Matson,

Kathleen; Bliesner, Brian - DOT

**Subject:** [EXTERNAL] I-94 East-West Corridor Study - Purpose and Need section of DEIS

## MEETING SUMMARY



## I-94 East West Corridor Study - Shading in Wood National Cemetery

**ATTENDEES:** Al Richburg/VA -Wood National Cemetery  
Mike Treazise/ WisDOT  
Andy Rohde/ WisDOT  
Ben Goldsworthy/CH2M Hill  
Tom Kindschi/HNTB

**COPY TO:** Jason Lynch/WisDOT  
Dobra Payant/WisDOT

**PREPARED BY:** Ben Goldsworthy/CH2M HILL

**DATE:** February 21, 2014

Members of the I-94 East-West Corridor study team met with Al Richburg, Director of Wood National Cemetery, to discuss potential impacts to the cemetery grounds if the Double Deck All-Up or Partial Down alternative is selected as the preferred alternative through the cemetery segment. The meeting focused on the area of Wood National Cemetery located north of I-94.

Ben Goldsworthy presented the results of a solar analysis showing how much of the north part of the cemetery would be covered by a shadow if the Double Deck All-Up alternative were selected. The roadway would be approximately 30 feet high and this represents the “worst-case scenario” in terms of shading in the cemetery. The Partial Down alternative would have shading impact on the cemetery grounds as well but the shading would be less. Ben showed an animation depicting what the shadows would look like throughout the day at four points during the year (Winter Solstice, Spring Equinox, Summer Solstice, Fall Equinox). During the summer, there would be sunlight on most of the ground. A 0-10-foot strip directly adjacent to I-94 would experience shading during a large portion of the day, but Tom noted the area would see enough sun to continue growing. With the right seed mixture it would only need about 2 hours of sun per day in order to grow. During the winter months, the shade could extend up to 250 feet in to the north part of the cemetery.

Al noted the area north of I-94 is the home of a former lakebed. Based on looking at aerial photos, the group determined the lake was filled at some point in the late 1950's. Based on this, the ground in that portion of the Cemetery is often sticky and wet. The entire northern section has a swampy feel. There is a need to reseed this area often in the summer because of the wet conditions and the ruts that occur as a result of mowing the area. Al noted it is tough to cut the area low, but it often takes up to two weeks for the area to dry out. Visitors are often concerned with the long grass and the ruts.

Al was concerned about what would happen in this area if there is no sunlight. Al also noted that he is attempting to install a French drain in this area to assist with draining the area of water. Tom Kindschi noted that drain tile may work best to help drain this area. This would help with growing grass. A study would need to be conducted in order to determine where the water would drain to. Al noted the graves are 3 feet apart so there were only limited locations where the drain tiles could be placed. Tom noted there are shade tolerant grass mixes that could be used in this segment of the cemetery, but those type of seed mixtures need dry soil to grow.

Al noted the existing grass in the area is some type of Kentucky Bluegrass. Tom stated that a mix with more fescue would be optimal for growth under the conditions described. Tom also noted that the grass would take about 2 years to mature and probably would not look great the first year.

Al noted that if the grass issues can be taken care of on the north side, the Wood National Cemetery would be more amenable to the All Up alternative.



**Action Items:**

- Ben will provide AI with a copy of the Solar Study video shown during the meeting.
- AI noted an issue with the retaining wall on the north side of the Zablocki Drive Bridge. WisDOT will look at their plans to see who has ownership of that wall.
- Set up future meeting between Tom and the Cemetery's turf experts to discuss potential mitigation issues on the north side of I-94.



# MEMORANDUM

WISCONSIN DEPARTMENT OF TRANSPORTATION  
DIVISION OF TRANSPORTATION SYSTEM DEVELOPMENT  
SOUTHEAST REGIONAL OFFICE  
141 N.W. BARSTOW STREET  
P.O. BOX 798  
WAUKESHA, WI 53187-0798

Date: April 4, 2014

To: Glenn Madderom/VA and Glenn Elliott/VA

From: Jason Lynch/WisDOT and Dobra Payant/WisDOT

Subject: Noise Analysis within the Wood National Cemetery

The purpose of this memorandum is to document how noise impacts were assessed within the Wood National Cemetery. The memorandum includes existing noise levels, modeled noise levels, and projected noise impacts.

## Existing Noise Levels

Existing noise level measurements were conducted on June 13, 2013, at two locations in the Wood National Cemetery adjacent to the I-94 East-West Corridor. The measurements were made in accordance with FHWA guidelines using an integrating sound level analyzer meeting American National Standards Institute and International Electrical Commission Type 1 specifications. Noise measurements were conducted for a period of 20 minutes at each site. Traffic counts were taken at each site, concurrent with the noise measurements. **Table 1** presents the data collected at the two measurement sites (field sites) within the Wood National Cemetery. The locations of the field sites are shown on **Exhibit 3-22b** (shown as FS-5 and FS-6).

TABLE 1  
Measured Existing Noise Levels

Field Site	Site Description and Distance From Road	Noise Level dBA $L_{eq}$ (h)
5	Wood National Cemetery, 35 feet north of Civil War Soldiers and Sailors monument.	65
6	Wood National Cemetery, 200 feet north of I-94, west end of access road from Zablocki Dr.	63

## Existing Noise Levels versus Modeled Noise Levels

The FHWA Traffic Noise Model<sup>®</sup> (TNM) Version 2.5 was used to model the field measurements, using traffic data counted during the measurements. WisDOT compared the field measurements to the output from TNM to assess the applicability of the model to the specific conditions in the study area.

Comparing the modeled noise levels to the field-measured noise levels confirms the applicability of the computer model to this project. Traffic counts concurrent with the noise measurements were taken at the two field sites within the Wood National Cemetery. The traffic data from these two sites were used in the model. The modeled traffic counts at the two sites compared within  $\pm 3$  dBA of the measured levels. This represents reasonable correlation since the human ear can barely distinguish a 3 dBA change in the  $L_{eq}(1h)$  noise level in the urban environment. The site-by-site comparison is presented in **Table 2**.

TABLE 2  
Comparison of Measured and Modeled Noise Levels

Field Site	Noise Level, dBA $L_{eq}$		Difference in Noise Level, dBA $L_{eq}$ (Modeled Noise Level Minus Measured Noise Level)
	Measured	Modeled	
5	65	67	2
6	63	65	2

## Noise Impacts

The determination of noise abatement measures and locations is within the framework of the Wisconsin Department of Transportation's, Facilities Development Manual, Chapter 23, Noise (FDM 23 Noise), effective July

28, 2011. FDM 23 Noise is WisDOT's FHWA approved interpretation of 23 CFR Part 772. The noise level criteria for considering barriers abutting various land uses are presented in **Table 3**. The noise level descriptor used is the equivalent sound level,  $L_{eq}(1h)$ , defined as the steady state sound level which, in a stated time period (usually one hour) contains the same sound energy as the actual time-varying sound.

Noise abatement measures will be considered when the predicted noise levels approach or exceed those values shown for the appropriate activity category in **Table 3**, or when the predicted traffic noise levels substantially exceed the existing noise levels. "Approach" is defined as being within 1 dBA less than the noise levels shown in **Table 3**. WisDOT has defined "substantially exceed" as an increase over existing noise levels of 15 decibels or more as being a noise impact.

TABLE 3  
Noise Level Criteria for Considering Barriers

Activity Category	$L_{eq}(h)$ (dBA) <sup>a</sup> (Evaluation Criteria)	Description of Land Use Category
A	57 (Exterior)	Lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose.
B <sup>b</sup>	67 (Exterior)	Residential.
C <sup>b</sup>	67 (Exterior)	Active sport areas, amphitheaters, auditoriums, campgrounds, cemeteries, day care centers, hospitals, libraries, medical facilities, parks, picnic areas, places of worship, playgrounds, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, recreation areas, Section 4(f) sites, schools, television studios, trails and trail crossings.
D <sup>c</sup>	52 (Interior)	Auditoriums, day care centers, hospitals, libraries, medical facilities, places of worship, public meeting rooms, public or nonprofit institutional structures, radio studios, recording studios, schools, and television studios.
E <sup>b</sup>	72 (Exterior)	Hotels, motels, offices, restaurants/bars, and other developed lands, properties or activities not included in A-D or F.
F	—	Agriculture, airports, bus yards, emergency services, industrial, logging, maintenance facilities, manufacturing, mining, rail yards, retail facilities, shipyards, utilities (water resources, water treatment, electrical), and warehousing.
G	—	Undeveloped lands that are not permitted.

<sup>a</sup> "Leq" means the equivalent steady-state sound level, which in a stated period of time contains the same acoustic energy as the time-varying sound level during the same period. For purposes of measuring or predicting noise levels, a receptor is assumed to be at ear height, located 5 feet above ground surface. "Leq(h)" means the hourly value of Leq.

<sup>b</sup> Includes undeveloped lands permitted for this activity category or publicly-owned recreation lands formally designated in a public agency's master plan.

<sup>c</sup> Use of interior noise levels shall be limited to situations where a determination has been made that exterior abatement measures will not be feasible and reasonable and after exhausting all outdoor mitigation options.

Source: Wisconsin Department of Transportation, Facilities Development Manual, Chapter 23, Noise, Effective July 7, 2011.

The noise analysis consisted of four locations within the Wood National Cemetery; two of which are the field sites and two of which are sites from the noise model. The location of the modeled sites (N49 and N50) and field sites (FS-5 and FS-6) are shown on **Exhibit 3-22b**. **Tables 4A – 4C** summarize the results of the model's analysis for Alternative C2 (At-Grade), Alternative C5 (Double Deck-All Up), and Alternative C5 (Double Deck-Partial Down). The noise analysis was modeled using a fully-open lower level concept for Alternative C5 (Double Deck-All Up) and Alternative C5 (Double Deck-Partial Down). Under the fully-open lower level concept the noise levels along the double deck portion of I-94 would generally be higher than they would be with a fully-enclosed lower level concept or partially-enclosed lower level concept. A concept for the lower level portion of Alternative C5 (Double Deck-All Up) and Alternative C5 (Double Deck-Partial Down) has not yet been chosen for the project.

Under the C2 (At-Grade) Alternative three of the four locations analyzed within the Wood National Cemetery would be impacted, and under both C5 (Double Deck – All Up) and C5 (Double Deck – Partial Down) Alternatives all four locations within the Wood National Cemetery would be impacted. It should be noted however, that under

the C2 (At-Grade) Alternative each of the three impacted sites is currently over the noise level criteria, and under both C5 (Double Deck – All Up) and C5 (Double Deck – Partial Down) Alternatives all four locations are currently over the noise level criteria. The model doesn't project a noise increase of more than 3 dBA. As mentioned above, the human ear can barely distinguish a 3 dBA change in the  $L_{eq}(1h)$  noise level in the urban environment. Mitigation for noise impacts will be discussed in the Draft EIS.

TABLE 4A  
Traffic Noise Impacts: C2 (At-grade)

Site	Noise Level Criteria (NCL)	C2 (At Grade), dBA $L_{eq}$		Impact? (Yes/No)
		Projected Future Noise Levels	Difference in Future and Existing Noise Levels	
FS-5	67	69	1	Yes
FS-6	67	61	-3	No
N49	67	70	0	Yes
N50	67	79	1	Yes

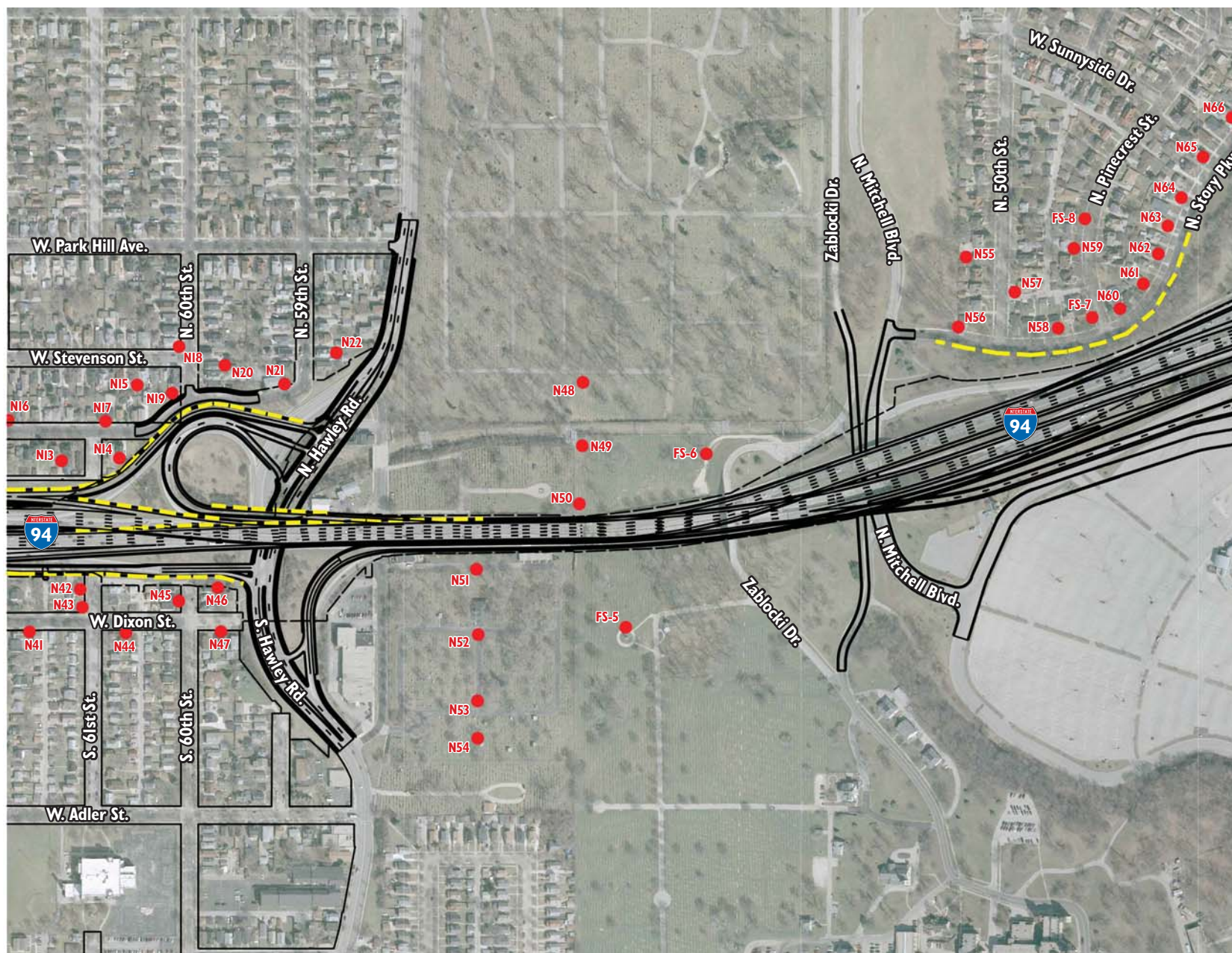
TABLE 4B  
Traffic Noise Impacts: C5 (Double Deck–All Up)

Site	Noise Level Criteria (NCL)	C5 (Double Deck All Up), dBA $L_{eq}$		Impact? (Yes/No)
		Projected Future Noise Levels	Difference in Future and Existing Noise Levels	
FS-5	67	71	3	Yes
FS-6	67	70	0	Yes
N49	67	71	1	Yes
N50	67	78	0	Yes

TABLE 4C  
Traffic Noise Impacts: C5 (Double Deck–Partial Down)

Site	Noise Level Criteria (NCL)	C5 (Double Deck Partial Down), dBA $L_{eq}$		Impact? (Yes/No)
		Projected Future Noise Levels	Difference in Future and Existing Noise Levels	
FS-5	67	71	3	Yes
FS-6	67	70	0	Yes
N49	67	71	1	Yes
N50	67	78	0	Yes





## LEGEND

- N2 Receptors
- Potential Noise Barrier
- Noise

NOTE: The noise barrier locations on Location exhibits are graphic approximations that will be refined during Final Design.





**DEPARTMENT OF VETERANS AFFAIRS**  
**Office of Construction & Facilities Management**  
**Washington DC 20420**

10602700-00942R-RDA06

June 4, 2014

Bethaney Bacher-Gresock  
Major Projects – Environmental Lead  
FHWA Wisconsin Division Office  
525 Junction Road, Suite 8000  
Madison, WI 53717

Re: I-94 Expansion and Wood National Cemetery, Milwaukee, WI  
Section 106 Comments

Dear Mrs. Bacher-Gresock,

The National Cemetery Administration (NCA) appreciates the opportunity to partake in the Section 106 discussions regarding the expansion of I-94 in Milwaukee. NCA is specifically concerned with the following issues associated with the proposed improvements.


- Wood National Cemetery Noise Categorization  
Wood National Cemetery is identified in the noise study as a Category C. NCA requests that Wood National Cemetery fall under Category A. NCA feels the definition, "Lands on which serenity and quiet are extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose," specifically describe the National Cemetery and National Shrine setting.
- Noise associated with the alternatives  
The noise study information that has been provided appears to indicate that noise levels will increase inside the national cemetery. NCA considers that to be an adverse effect to Wood National Cemetery requiring mitigation. NCA would like to see additional noise sampling performed at the locations that were developed in the TNM 2.5 model. NCA would appreciate the additional sampling be compared with the modeled results and provide to NCA
- Shading associated with the "all up design"  
NCA remains concerned about the potential for perpetual shading occurring onto historic national cemetery grounds/turf. This issue will require close attention as structure and sound wall heights are being considered to ensure that gravesites on either side of the I-94 highway are not being placed into perpetual shade environment. This concern relates to not only the operational aspects of the cemetery but also to the Historic Character of the cemetery
- Comment regarding "at grade" option  
VA disagrees with a conditional no adverse effect (CNAE) for the "at grade" option. VA was not even called out in the group that discussed this and made the CNAE. Increasing traffic will have audible (despite the sound study) and visual effects to the closest graves which in VA's opinion is an adverse effect.
- Potential Mitigation

NCA feels that a noise wall is warranted along the entire boundary of Wood National Cemetery which may include an interpretive design that is in context with the setting. It is requested that all alternatives include this attribute. Specifically with the all up design NCA recommends fully enclosing the lower deck. This may also create a design element that will need to be evaluated under Section 106, NCA feels there is a critical nexus here with Section 4(f).

- Separate Identification of Wood National Cemetery  
The National Cemetery needs to be called out as a separate resource since it will be directly affected by the options being studied. In the study separating out the Medical Center from the National Cemetery would help to clarify impacts.
- Additional Study Requested  
NCA would like to see a vibration study performed. The proximity of the headstones to the proposed highway improvements raises concern that vibrations could cause alignment issues. Alignment of the headstones stones is a key element to the visual setting of a National Cemetery.
- Section 4(f) Interaction  
The National Cemetery impacts fall under Section 4(f) for impacts related to Historic Properties as well as separately under Park lands open to the public criteria. We feel that a 4(f) discussion needs to happen prior to a decision being made under Section 106 due to the fact that mitigation associated with all of the alternatives may also affect historic characteristics of the site. As an example a sound wall to decrease noise impacts under 4(f) may be an adverse action regarding the "at grade" alternative.

NCA request these comments as well as the comments from previous communications be combined for the discussion of Section 106 impacts. Those previous communications include the March 13, 2013 letter and the April 25, 2014 email from Glenn Madderom. Again NCA appreciates the opportunity to provide our concerns early in this process and looks forward to our continued partnership on this and other FHWA funded projects.

Respectfully,



Glenn Madderom  
Chief, Cemetery Development & Improvement Service  
VA National Cemetery Administration





U.S. Department  
of Transportation  
**Federal Highway  
Administration**

**Wisconsin Division Office**

September 26, 2014

525 Junction Road, Suite 8000  
Madison, WI 53717  
Phone: (608) 829-7500  
Fax: (608) 662-2121  
[www.fhwa.dot.gov/widiv/](http://www.fhwa.dot.gov/widiv/)

In Reply Refer To:  
HDA-WI

Glenn Madderom  
Chief, Cemetery Development & Improvement Service  
National Cemetery Administration  
575 N. Pennsylvania St. Room 495  
Indianapolis, IN 46204

Subject: Response to National Cemetery Administration Comments on I-94 East-West Corridor Study

Dear Mr. Madderom:

Thank you for the National Cemetery Administration's (NCA) continued participation in the Section 106 consultation process and broader project development process for the I-94 East-West Corridor study in Milwaukee, Wisconsin as well as your comments submitted to the Wisconsin Department of Transportation (WisDOT) and Federal Highway Administration (FHWA) from April 4, 2014 to August 5, 2014. We recognize that the mission of the NCA is to operate and maintain national cemeteries as national shrines and understand your concerns regarding the project and potential impacts to Wood National Cemetery. While we have discussed NCA concerns in subsequent meetings, we acknowledge and apologize for our oversight in providing a formal, written response. We hope that you will find that the following accurately summarizes and responds to your comments.

**NCA states that Wood National Cemetery is a historic property and a park open to the public.**

FHWA determined that Wood National Cemetery meets the definition of a Section 4(f) property, and specifically that of a historic site, as defined in our Section 4(f) implementing regulations at 23 CFR 774.17. Wood National Cemetery is a contributing element of the Northwestern Branch, National Home for Disabled Volunteer Soldiers Historic District listed on the National Register of Historic Places in 2005 and later designated as a National Historic Landmark in 2011. This is consistent with FHWA's July 2012 *Section 4(f) Policy Paper* which indicates that Cemeteries would only be considered Section 4(f) properties if they are determined to be on or eligible for the National Register as historic sites.

As described in FHWA's email message to Glenn Madderom on June 25, 2014 e-mail, and consistent with questions 1 and 4 of the Section 4(f) Policy Paper, FHWA cannot classify Wood National Cemetery as a Section 4(f) park without official designation that its primary purpose is as a park. Primary purpose is related to a property's primary function and how it is intended to be managed. Incidental, secondary, occasional or dispersed activities similar to park, recreational or



refuge activities do not constitute a primary purpose within the context of Section 4(f). In addition, the Section 4(f) statute (23 USC 138) itself requires that a property must be a significant public park. The term significant means that in comparing the availability and function of the park, recreation area or wildlife and waterfowl refuge, with the park, recreation or refuge objectives of the agency, community or authority, the property in question plays an important role in meeting those objectives.

For FHWA to consider Wood National Cemetery a park, FHWA would require additional information from NCA demonstrating that the cemetery has been officially designated a park and that its primary purpose is to serve as a park. NCA submitted an email to FHWA on June 27, 2014 noting:

Wood National Cemetery is a historic national shrine park open to public visitation 365 days per year from dawn to dusk. One important purpose of this historic national shrine park is to provide the public with a quiet and serene setting to walk among the gravesites to reflect upon the sacrifices made by generations of veteran heroes interred on the hallowed grounds. This historic national shrine park maintains strict visitor rules in order to control the sanctity and serenity of the sacred grounds, for example while gravesite visitation is allowed at all times, recreational usage is strictly prohibited. This is similar to the manner in which National Park Service regulates public visitor activities in order to maintain the dignity and sanctity of certain important national park sites such as the Lincoln Memorial, or the WW II Memorial, etc.

On August 5, 2014, NCA sent a follow up email advising that a national cemetery falls under the dual use of both a park and a cemetery, quoting the Oxford English Dictionary definition of a cemetery as a “burial-ground generally; now esp. a large public park, or ground laid out expressly for the interment of the dead, and not being the ‘yard’ of any church.”

FHWA has since reviewed additional information provided by the NCA and concluded, in consultation with our headquarters staff, that based on our regulations, policy and guidance, the primary purpose and function of the historic Wood National Cemetery is as a cemetery. Wood National Cemetery is a historic property protected under Section 4(f).

**The National Cemetery Administration (NCA) requested that Wood National Cemetery be considered a noise activity Category A. NCA feels a Category A property defined as “lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities are essential if the area is to continue to serve its intended purpose”, specifically describes “all national cemeteries, including Wood National Cemetery, as National Shrines.”**

FHWA and WisDOT identified the historic Wood National Cemetery as an example of a noise Activity Category C of the Noise Abatement Criteria receiver pursuant to 23 CFR 772.(c)(2)(iii) and WisDOT Facilities Development Manual, Chapter 23. Table 1 of 23 CFR 772 specifically identifies cemeteries, parks, and Section 4(f) sites as examples of Activity Category C land use facilities.

FHWA and WisDOT recognize that the mission of the NCA is to operate and maintain national cemeteries as national shrines. The public visit cemeteries to reflect and honor those who have passed on before us and learn about history. While many cemeteries may exude a sense of serenity and quiet, not all cemeteries exist in that sort of environment. It is important to consider



the existing setting and conditions (such as existing noise levels) when evaluating a property for consideration as a Category A receiver. In the case of Wood National Cemetery, I-94, constructed in the early 1960s, already divides the cemetery into two sections with little to no buffer between I-94 and the nearest grave sites. Modeled noise levels at representative receivers currently exceed the 57 dBA threshold established for Activity Category A as well as the 67 dBA threshold established for Activity Category C (cemeteries and Section 4(f) properties). Given current conditions at Wood National Cemetery and known examples of Category A receivers such as the Tomb of the Unknown (not the entire Arlington National Cemetery), FHWA has determined that Wood National Cemetery does not meet the criteria for consideration as a Category A receiver.

Category A properties are “lands on which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities are essential if the area is to continue to serve its intended purpose”. Modeled existing noise levels in the cemetery ranged from 68 dBA to 78 dBA, exceeding the evaluation criteria for a Category A and a C property. Currently, there is no extraordinary sense of quiet in Wood National Cemetery. Thus, a potential slight increase in noise (some alternatives would lower the noise level) would not prohibit Wood National Cemetery from continuing to serve its intended purpose. Projected future noise levels vary between 67 dBA and 74 dBA for the At-grade alternative and between 70 dBA and 76 dBA for the Double-Deck alternative All Up option (between 69 dBA and 75 dBA for the Partially Down option). The noise analysis completed for the project predicts a continuation of noise impacts.

In response to comments from the NCA, FHWA requested our headquarters to review our existing Activity Category C designation pursuant to 23 CFR 772.11(c)(2)(i) to determine if it would be appropriate to designate Wood National Cemetery as an Activity Category A land use. After reviewing the noise analysis under existing conditions and in consideration of other locations that have been designated as Activity Category A land uses, FHWA headquarters concurred that Wood National Cemetery was appropriately classified as representative of Activity Category C.

Additionally, neither 23 CFR 772 or WisDOT noise policy give special consideration for abatement to Category A land uses. It is important to note that the Noise Abatement Criteria (NAC) are not design goals. There is no requirement to reduce noise levels to or below the NAC for a particular land use. The goal of noise abatement is to achieve a substantial reduction in noise levels. States achieve this through implementation of the noise reduction design goal criterion requirements of WisDOT Facilities Development Manual, Chapter 23 and 23 CFR 772.13(d)(2)(ii).

As noted above, under the evaluation criteria (57 dBA for Category A and 67 dBA for Category C) for both noise activity Categories A and C, there would be a noise impact on Wood National Cemetery. Given that the noise analysis predicts impacts at this location, WisDOT is required to consider noise abatement for exterior areas of frequent human use and include feasible and reasonable abatement in the project study. FHWA and WisDOT would like to continue discussions with NCA to identify areas of frequent human use.

**NCA considers an increase in noise levels an adverse effect to Wood National Cemetery requiring mitigation. NCA would like to see additional noise readings performed at**



**locations in the cemetery that were developed in the project's traffic noise model (TNM 2.5). NCA requests the additional noise readings be compared to the modeled results.**

FHWA and WisDOT agree that the noise levels as a result of this project would constitute a noise impact within Wood National Cemetery. Modeled existing noise levels in the cemetery ranged from 68 dBA to 78 dBA, exceeding the noise level evaluation criteria for a Category C property (includes cemeteries and Section 4(f) properties) which is 67 dBA. Projected future noise levels vary between 67 dBA and 74 dBA for the At-grade alternative and between 70 dBA and 76 dBA for the Double Deck alternative All Up option (between 69 dBA and 75 dBA for the Partially Down option). The noise analysis completed for the project predicts a continuation of noise impacts.

The noise analysis for the I-94 East-West project was prepared consistent with 23 CFR 772 *Procedures for Abatement of Highway Traffic Noise and Construction Noise* and WisDOT's FHWA-approved noise policy contained within the Facilities Development Manual (FDM) CH 23 Noise. The project's noise analysis was discussed extensively at several Section 106 coordination meetings, including a special meeting held on May 9, 2014 specifically to discuss the noise analysis.

As part of the project's noise analysis, existing noise level measurements were conducted at 2 representative locations within Wood National Cemetery, along with 12 other locations in the project corridor. The noise measurements were taken in accordance with WisDOT's Facilities Development Manual, Chapter 23, Noise, and FHWA guidelines. Noise measurements were taken for 20 minutes at each site and a traffic count on I-94 was taken concurrent with the noise measurements. Traffic data counted during the field noise measurements was used to model the noise level from the field measurement locations using the FHWA Traffic Noise Model (TNM) Version 2.5. The FHWA TNM is a computer program used for predicting noise impacts in the vicinity of highways. TNM 2.5 is a nationally accepted model that is required by FHWA to be used on all Federal-aid highway projects.

WisDOT compared the field measurements to the output from TNM 2.5 to confirm the applicability of the computer model (TNM 2.5) for this project. The modeled noise levels at all 14 of the field measurement sites were within +/- 3 decibels (dBA) of the field measured level. This represents a reasonable correlation since the human ear can barely distinguish a 3 dBA change in the noise level in the urban environment.

Since all field measurements were within +/- 3 dB of the TNM 2.5 modeled results, the model is assumed to be valid for this study. At this point, the field measurements and the modeled noise levels using the traffic counts taken during the field noise measurements are set aside for the remainder of the noise analysis.

FHWA TNM 2.5 was used to model existing and future (2040) noise levels for the Modernization Alternatives (West Segment: At-grade (with no Hawley Road interchange/with half interchange at Hawley Road) and Double Deck (All Up option/Partially Down option); East Segment: On-alignment and Off-alignment) during the peak noise period. Parameters used to model noise levels included:

- distance between roadway and receiver;
- relative elevations of roadway and receiver;
- hourly traffic volume for different classifications of vehicles;



- vehicle speed; roadway grade;
- topography features; and
- noise source height of vehicles.

The existing noise level was determined by using traffic data from the Southeast Wisconsin Regional Planning commission (SEWRPC) regional traffic model and the existing I-94 geometric condition. The future noise level was determined using traffic data from the SEWRPC regional traffic model (year 2040) and the geometrics of the remaining Modernization Alternatives for the project.

Within the I-94 study area, a total of 125 representative noise receiver locations (including 4 within Wood National Cemetery) were selected to model the representative noise impacts at outdoor areas of frequent human use including residences, active sports areas, cemeteries, day care facilities, parks, and restaurants. The 125 representative noise receptor locations include the 14 field noise measurement locations. Noise impacts were measured as the difference between the modeled existing condition and the modeled future condition during the design hour. The design hour is the hour before or after the morning or afternoon peak hour. It is during this time that traffic is generally at its loudest.

The existing condition noise levels determined by the model earlier to verify the model are not necessarily the same as the existing condition noise levels modeled in this step. This is because the previously modeled noise levels are modeled using traffic counts that took place during the field noise measurements. The noise levels in this step are modeled based on SEWRPC's existing and future traffic model. The noise level based on SEWRPC's traffic model is what determines if there are noise impacts.

The reason SEWRPC's traffic model is used is because this is a model that uses traffic counts from throughout the year and averages them, so they are more accurate than one 20-minute traffic count at a specific point in time. Additionally, the TNM 2.5 output for the existing noise level is used instead of the field noise level measurement because the TNM 2.5 noise level is a more accurate representation of the average noise level at a specific location at the loudest hour of the day. During the field measurement several factors could influence the noise measurement that are not present on a daily basis. Noises that are extraneous from traffic (birds, people, machinery, etc...) could influence the noise measurement reading during the 20-minute period. Additionally, the field measurement is not necessarily taken during the loudest portion of the day. The reason the study team wants to know the noise level during the loudest time of the day is to determine if the predicted noise levels exceed or approach the noise level criteria for considering noise barriers.

The noise model used for the I-94 East-West project was verified to be accurate using nationally acceptable practices. Additional noise monitoring in Wood National Cemetery, as requested by NCA, would not change the result of the noise analysis. Thus, after careful consideration, FHWA and WisDOT decided not to conduct additional noise monitoring in Wood National Cemetery.

**NCA is concerned about perpetual shading on portions of Wood National Cemetery under the Double Deck alternative.**

WisDOT performed a sunlight/shadowing effect analysis for Wood National Cemetery for the Double Deck alternative All Up option at two locations in the cemetery at both the summer solstice (usually June 21) and winter solstice (usually December 21). This represents the worst-



case scenario in terms of potential shading on the cemetery. During a February 21, 2014 meeting with Al Richburg, former Director of Wood National Cemetery, a video was shown depicting how much of the north portion of Wood National Cemetery would be covered by a shadow. Al was provided with an electronic and CD copies of the video to pass along to additional NCA staff. In the winter months areas closest to I-94 may be shaded for the entire day. During the summer months, and grass growing season, the areas immediately north of I-94 would experience portions of the day when they would not be shaded. A 0-10 foot strip of land directly adjacent to I-94 would experience shading during a large portion of the day, but the area would see enough sun to allow grass to grow. With the right grass seed mixture, this area would only need about 2 hours of sun per day to grow.

FHWA and WisDOT will continue to work with NCA to address the issue if the Double Deck alternative is the selected. This could include developing a special grass seed mixture to have grass that grows in shady conditions. WisDOT previously sent NCA the video showing potential shading effects and the meeting minutes from the February 21, 2014 meeting and plans on continuing this dialog in the near future.

**NCA disagrees with the conditional no adverse effect decision for the At-grade alternative. NCA feels they did not have a say in this matter and that increased traffic will have noise and visual impacts to the graves closest to I-94, which they feel is an adverse effect.**

FHWA, in consultation with the SHPO, ACHP, NPS, the VA, and other consulting parties, has applied the criteria of adverse effect, considered the views of consulting parties, and determined that the At-grade alternative could be designed to have to have a No Adverse Effect on the Soldiers' Home National Historic Landmark and Historic District. As discuss previously, Wood National Cemetery is a contributing element of the National Historic Landmark and Historic District.

During the project's Section 106 consultation meetings, the topic of whether an alternative resulted in an adverse effect on a Section 106 property was discussed numerous times. Every participant was provided opportunity to discuss why they thought an alternative would/would not have an adverse effect on each historic property. At the January 10, 2014 consultation meeting, the SHPO, NPS, ACHP, and other consulting parties generally agreed that the At-grade alternative could be designed to have no adverse effect.

Under the At-grade alternative, based on year 2040 traffic volumes forecasted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) the noise receptor in Wood National Cemetery immediately adjacent to the north side of I-94 would experience a noise level decrease of 4 dBA (from 78 dBA to 74 dBA). The existing noise level constitutes a noise impact and the noise analysis completed for the project predicts a continuation of this noise impact.

In regards to visual impacts, past Wood National Cemetery, the At-grade alternative would have an impact of negligible intensity. The At-grade alternative would retain I-94 at close to its current elevation (potentially 3-5 feet higher than existing elevation) as it travels past Wood National Cemetery. Existing views towards I-94 and beyond from the cemetery would essentially remain the same. Views of the surrounding area by motorists on I-94 would change very little. Views from the cemetery would continue to include I-94 with a slight change due to the removal of the Mitchell Boulevard interchange and the complete removal of the Hawley Road interchange or under the half interchange at Hawley Road option, the entrance and exit ramps to/from the east.



FHWA and WisDOT would like to have additional discussions with NCA and other consulting parties as to design features or conditions that may need to be imposed to avoid adverse effects.

**NCA requests that all alternatives include a noise wall along I-94's entire boundary with Wood National Cemetery as potential mitigation. The wall may include an interpretive design that is in context with the setting. If the Double Deck alternative is selected, the lower deck should be fully enclosed.**

FHWA and WisDOT appreciate NCA's comments on opportunities to avoid, minimize, and mitigate potential impacts of the I-94 East-West Corridor project on Wood National Cemetery. If the At-grade alternative is selected as the Preferred Alternative, discussion will continue with the NCA and Section 106 consulting parties as to the applicability of a noise wall along I-94 through Wood National Cemetery. If it is determined that a noise wall is appropriate in this location, FHWA and WisDOT will work with NCA and consulting parties to develop a wall that is in context with the surrounding cemetery as part of mitigation for the project.

If the Double Deck alternative is selected as the Preferred Alternative, discussion will continue with the NCA and Section 106 consulting parties, as to the applicability of a noise wall on the upper deck of I-94 and if there would be openings in the support wall on the lower level to retain visual connectivity between the north and south sides of the cemetery. FHWA and WisDOT understand that the NCA would prefer the lower deck of the Double Deck to be fully enclosed to minimize noise. If it is determined that noise walls are appropriate, FHWA and WisDOT will work with NCA and consulting parties to develop a wall design that is in context with the surrounding cemetery as part of mitigation for the project.

Regardless of the alternative selected, appropriate measures to minimize harm and mitigate adverse effects will continue to be discussed with the NCA and Section 106 consulting parties.

**In the EIS, Wood National Cemetery should be considered a separate resource from the VA Medical Center because it will be directly affected by the alternatives.**

In the I-94 East-West Corridor Draft EIS, Wood National Cemetery is analyzed separately from the VA Medical Center. Section 3.23 of the Draft EIS examines impacts to cemeteries as a result of the project. This section notes that no graves would be displaced and no property would be acquired from Wood National Cemetery but does note the potential realignment of Zablocki Drive and the shading issue. This section also discusses the change in elevation from the existing condition as I-94 passes through Wood National Cemetery. A detailed discussion of the shading issue is also included.

Section 3.7 of the document discusses the VA Campus as a whole, including Wood National Cemetery, the VA regional office, VA benefits center, VA Medical Center, Spinal Cord Injury Center, Fisher House Wisconsin, and Community Living Center. This section touches on change in access to Wood National Cemetery as a result of the closure of the Mitchell Boulevard interchange and potential realignment of Zablocki Drive.

Section 3.24, Historic Properties, and Section 4, Draft Section 4 (f) Evaluation, also discuss the impacts to Wood National Cemetery as part of the Northwestern Branch, National Home for Disabled Volunteer Soldiers (Soldiers' Home) National Historic Landmark (NHL) and related historic district. Any potential impacts to the NHL, and generally the historic district, are associated with the Wood National Cemetery, thus the discussion of impacts in these sections are related to impacts to Wood National Cemetery.

**NCA would like a vibration study conducted due to the proximity of headstones to I-94 improvements. There is concern that vibration could cause issues with the alignment of headstones.**

FHWA and WisDOT would like to discuss this issue with NCA further to understand NCA's exact concerns and arrive at a mutually agreeable solution.

Closing Note

FHWA and WisDOT thank you for your participation and comments on this very important study. Please do not hesitate to contact me regarding any questions you may have.

Sincerely,



Bethaney Bacher-Gresock  
Major Projects Environmental Lead

**From:** Madderom, Glenn [<mailto:Glenn.Madderom@va.gov>]

**Sent:** Wednesday, October 15, 2014 10:17 AM

**To:** Payant, Dobra - DOT; [Bethaney.Bacher-Gresock@dot.gov](mailto:Bethaney.Bacher-Gresock@dot.gov)

**Cc:** Lynch, Jason - DOT; Becker, James - DOT; Webb, Charlie/MKE; Elliott, Glenn (CFM); Koerting, Thomas D.; Janowski, William B.; Callahan, Amerophan

**Subject:** NCA formal comments- 10/2/14 Site Meeting between VA, WisDOT, and FHWA

Dobra and Bethaney;

We enjoyed the opportunity to meet with you onsite at Wood National Cemetery on 10/2/14, and wanted to formally summarize VA review comments from that meeting for WisDOT and FHWA to include in the Study. As discussed during our site meeting, Wood National Cemetery actively serves the veteran community throughout the year, typically performing over 150+ burials annually along with accommodating many other veteran ceremonial activities throughout the year, many of which occur in the historical main flagpole assembly area located very close to, and within sound/sight of, Interstate I-94. Based on our field review of both the At Grade Alternative and Double Deck All Up graphic renderings from the Study versus the existing field observed conditions, NCA hereby submits the following review comments pertaining to both potential Alternatives;

Exhibit 3-24 showing At Grade Alternative graphic rendering versus existing field observed conditions;

- a. Widening I-94 to 4 lanes in each direction will increase the existing adverse effect that I-94 currently has on Wood National Cemetery. Noise on the national cemetery grounds will be increased on both the North and South sides of I-94 from current conditions. Additionally the widened I-94 traffic flow will increase the visual adverse effect of the vehicular traffic distraction to cemetery visitors.
- b. The additional noise and visual distraction from the widened I-94 traffic lanes will be dramatically increased in vicinity of the national cemetery main flagpole area where ceremonial activities typically occur on a regular basis- the main flagpole area serves as a focal point to the veteran community. This increased adverse effect will also be substantially noticeable at many of the cemetery areas that receive high visitation such as the Memorial Marker section, the KIA burial section, and at the park bench seating area of the cemetery currently used by public visitors for solitude and reflection.
- c. The At Grade widening of I-94 with appropriate mitigation efforts could allow visual connectivity and context to be maintained between the North and South sides of the national cemetery grounds. As discussed during the onsite meeting, one potential mitigation idea to the increased audio and visual adverse effects of the At Grade Alternative would be placement of sound barrier walls along both sides of the widened I-94 lanes. Barrier walls of appropriate heights have potential to reduce distracting views of the increased vehicular traffic from within the national cemetery, and reduce increased noise levels transmitting into the national cemetery, while still maintaining the visual historical context and connectivity between the North and South sides of the national cemetery.
- d. The At Grade widening of I-94 alternative without inclusion of appropriate engineered noise and visual mitigation measures would not be acceptable to VA due to the increased adverse effects on the historical national shrine cemetery grounds caused by that Alternative.



Exhibit 3-23d and 3-23f showing Double Deck All Up Alternative graphic renderings (North and South sides of I-94) versus existing field observed conditions;

- e. The Double Deck All Up alternative will greatly increase the existing adverse effect that I-94 currently has on Wood National Cemetery.  
NOISE: Because the existing I-94 lanes currently traverse through a low point valley between the North and South sides of the national cemetery, NCA strongly believes that noise levels will be dramatically increased on both the North and South sides of I-94 above current sound conditions as the increased traffic in both directions are raised to higher elevations that are much more visually exposed to the national cemetery grounds.  
VISUAL: The existing I-94 lanes currently traverse through a low point valley between the North and South sides of the national cemetery. The Double Deck All Up structure will raise that traffic to higher elevations and greatly increase the amount of visual adverse effect and distraction to national cemetery visitors. Additionally, the I-94 visual imposition will be greatly increased and will have an impact substantially farther back into the national cemetery grounds, adversely affecting a much larger portion of the national cemetery grounds than currently exists today.
- f. The additional noise and visual distraction from the Double Deck All Up alternative will be dramatically increased in vicinity of the national cemetery main flagpole area where ceremonial activities typically occur- the main flagpole area serves as a focal point to the veteran community. The increased adverse effects will also be substantially more noticeable at the surrounding Memorial Marker section, the KIA burial section, the park bench area of the cemetery currently used by public visitors for solitude and reflection, and traversing for several thousand feet farther southward across national cemetery burial sections from where the existing I-94 valley currently exists today.
- g. The Double Deck All Up alternative will eliminate the visual connectivity and context between the North and South sides of the national cemetery grounds. Due to proposed double deck structure elevation and existing cemetery grade issues, leaving the sides of the lower traffic deck open as depicted in Exhibit 3-23d and 3-23f does not necessarily maintain visual connectivity between the North and South sides of the national cemetery, and would most certainly create unacceptable noise and visual traffic distraction adverse effects to the extensive public areas within the national cemetery grounds.
- h. As discussed during the onsite meeting, a number of potential mitigation concepts and ideas have potential to reduce sound and visual adverse effects from the Double Deck All Up alternative. For example, solid full wall enclosures of portions of the lower traffic deck in certain areas where it passes E-W through the cemetery, combined with clear panel sound walls in some areas to maintain vehicle views into cemetery, have potential to reduce adverse noise and visual effects on the historic national cemetery grounds. Creation of wider spanning clear panel sound wall view windows in certain areas could also have potential to maintain at least a portion of the visual historical context and connectivity between the North and South sides of the national cemetery. Including extended height sidewalls on the upper deck has potential to mitigate unacceptable views of the elevated vehicular traffic from within extended areas of the national cemetery grounds, while at same time also reducing traffic noise levels.

- i. The Double Deck All Up alternative for I-94 without inclusion of appropriate engineered noise and visual mitigations would not be acceptable to VA due to the increased adverse effects on the historical national cemetery grounds caused by that Alternative.

Thanks, Glenn

Glenn Madderom

Chief, Cemetery Development & Improvement Service

National Cemetery Administration

575 N. Pennsylvania St. Room 495

Indianapolis, IN 46204

Phone; 317-916-3797

Cell; 317-409-1634

**From:** [dwight.mccomb@dot.gov](mailto:dwight.mccomb@dot.gov) [<mailto:dwight.mccomb@dot.gov>]

**Sent:** Friday, August 16, 2013 8:37 AM

**To:** Trainer, Patricia - DOT; [leslie.michael@epa.gov](mailto:leslie.michael@epa.gov); [christopher.bertch@dot.gov](mailto:christopher.bertch@dot.gov)

**Cc:** Hiebert, Christopher; Yunker, Ken; Bangert, Suzanne A - DNR; Sponseller, Bart A - DNR; Hoch, Joseph A - DNR; Thompson, Michael C - DNR; Friedlander, Michael - DNR; McMullen, Peter T - DNR; Laude, Bryan T - DNR; Johnson, Dewayne - DOT; Nguyen, David - DOT; Berghammer, Donald - DOT; Glaze, John - DOT; Siebert, David R - DNR; Burkel, Rebecca - DOT; Waldschmidt, Jay - DOT; Poirier, George; Blankenship, Tracey

**Subject:** RE: Fine Particulate Matter Hot-spot Analysis Requirements for the proposed I-94 Project

FHWA's opinion regarding the conclusion in the I-94 PM2.5 Hot Spot White Paper is based on the limited conceptual project information available early in the NEPA process as presented in this analysis. When the major design features that significantly impact PM2.5 concentrations have been established for the project alternatives this analysis should be reviewed and updated through the interagency consultation process to support a final determination as to whether this is a project of local air quality concern. This analysis and any ultimate determination is only for purposes of addressing transportation air quality conformity requirements under 40 CFR Part 93. The environmental process may identify project impacts that otherwise warrant a quantitative PM2.5 hot spot analysis.

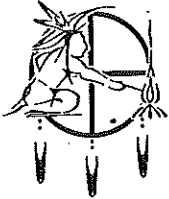
Based on the information and analysis presented it is FHWA's opinion that the I-94 East-West Corridor Project would not be a project of local air quality concern for purposes of project level transportation conformity. For highway expansion projects, 40 CFR 93.123(b)(1)(i) and the EPA PM quantitative hot spot analysis guidance establish the significance of the relative increase in the number of diesel trucks between the build and no-build alternatives as the primary factor to be considered in determining whether a quantitative analysis is needed. The forecast relative increase in diesel trucks in the year the project is open to traffic (2025) is up to 1,012 vehicles and in the horizon year (2040) up to 1,373 vehicles. Factors that lead FHWA to conclude that these increases are not significant include the following:

- Within the area of impact land use is well established with little undeveloped area. The project build concept does not identify new points of access to the Interstate System that could otherwise promote land use development and diesel truck percentages different from that under the no-build scenario.
- The build alternative will result in a higher level of service on I-94, associated with more steady state flow. The traffic distribution analysis demonstrates that the projected traffic increase on I-94 under the build scenario is largely due to trips shifting from the nearby arterial street network to the freeway system. This shift is likely to result in a higher level of service and more efficient movement on the arterial street network as well. Steady-state flow with higher speeds and less accelerating, decelerating, braking and idling is associated with lower emission rates.
- The declining trend in diesel emission rate over the analysis period far exceeds the rate of growth in diesel vehicles over the period.
- Monitored PM2.5 emissions in the project area demonstrate a consistent downward trend over the past seven years to a point well below the current 24-hour PM2.5 NAAQS.

We greatly appreciate the efforts of WisDOT, WDNR and SEWRPC staffs in compiling this analysis, especially given lack of precedent. We also recognize the high value that the interagency consultation process provided in guiding this complex effort to a solid conclusion. This project is a great illustration of why the interagency consultation process exists and why the process should be trusted.

Please contact me should you have any questions.

Dwight McComb  
Systems Planning & Performance Manager  
FHWA Wisconsin Division  
525 Junction Rd, Suite 8000  
Madison, WI 53717  
608.829.7518



**POTAWATOMI**  
(Keeper of the Fire)

# Forest County Potawatomi

Cultural Center and Museum

September 27, 2012

Jason Lynch, PE  
WisDOT-Southeast Regional Office  
141 NW Barstow Street  
PO Box 798  
Waukesha, WI 53187-0798

Re: WisDOT Project ID: 1060-27-00 1-94 East West Freeway Corridor Study, Milwaukee County, Wisconsin

Dear Jason Lynch,

Thank you for your notice of intent for the proposed project references above, as provided in your letter dated August 31, 2012. As this project occurs within Potawatomi ancestral and previously occupied lands, we would like to express our concerns with any impacts to historic and cultural properties located within the project area of potential effect for the project mentioned above.

We appreciate receiving results of an archival review, cultural resource investigation studies, and archaeological reports. Should there be an impact or effect to cultural and historic properties as a result of this project, we will request consultation pursuant to Section 106 of the National Historic Preservation Act, as amended.

If you have any questions or concerns, please contact me at 715-478-7248 or email at [Melissa.Cook@fcpotawatomi-nsn.gov](mailto:Melissa.Cook@fcpotawatomi-nsn.gov). You may send the results of the archival review and archaeological report to:

Forest County Potawatomi Community  
Attn: Melissa Cook, Tribal Historic Preservation Officer  
8130 Mish ko swen Drive  
P.O. Box 340  
Crandon, WI 54520  
[Melissa.Cook@fcpotawatomi-nsn.gov](mailto:Melissa.Cook@fcpotawatomi-nsn.gov) (for digital format)

Your interest in protecting Potawatomi's cultural and historic properties is appreciated.

Respectfully,

Melissa Cook  
Tribal Historic Preservation Officer



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**From:** Becker, James - DOT  
**Sent:** Tuesday, February 19, 2013 9:06 AM  
**To:** 'Bethaney.Bacher-Gresock@dot.gov'  
**Cc:** 'Melissa Cook'; Payant, Dobra - DOT; Cooper, Carrie - DOT; Becker, James - DOT; Cloud, Lynn - DOT; Kennedy, Jason - DOT  
**Subject:** FW: 1060-27-00, Soldiers' Home Reef National Historic Landmark

FHWA (Bethaney),

A couple of weeks ago WisDOT-CR received this email notice from the FCP-THPO (Melissa Cook) regarding section 106 efforts for WisDOT project 1060-27-00. I'm forwarding to you and the project team (cc'd on this email) for advisory as appropriate, and with the understanding FHWA/WisDOT will keep the FCP-THPO advised of any impacts to cultural properties (especially human remains/burials) associated with this project.

Dobra/Carrie, if either of you have any questions, please feel free to contact me.

Regards,

Jim

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**From:** Melissa Cook [mailto:Melissa.Cook@fcpotawatomi-nsn.gov]  
**Sent:** Monday, February 04, 2013 9:03 AM  
**To:** Becker, James - DOT  
**Subject:** RE: 1060-27-00, Soldiers' Home Reef National Historic Landmark

Dear Jim,

After consulting with FCPC tribal experts and knowledge holders, regarding the Soldiers Home Reef and VA Cemetery, and project 1060-27-00 and its potential impacts to these NHLs, the following information I can share with you:

1. As this project will occur within Potawatomi ancestral and previously occupied lands, which includes the area of the reef, we will express our concerns with any impacts to known and unknown historic and cultural properties and human remains located with project area.
2. The VA cemetery does hold Forest County Potawatomi Community tribal members, hence any potential impact to the VA Cemetery or gravesites of these tribal members would bring forth NAGPRA.

Please let me know if this is the information you are looking for. And let me know if you need further information.  
 Thank you

Melissa Cook




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**From:** Becker, James - DOT [mailto:James.Becker@dot.wi.gov]  
**Sent:** Monday, September 17, 2012 2:27 PM  
**To:** Melissa Cook  
**Cc:** 'Bill L. Quackenbush'  
**Subject:** FW: 1060-27-00, Soldiers' Home Reef National Historic Landmark

Ms. Cook (FCP – THPO),

Last week I forwarded this email onto Mr. Quackenbush (HCN-THPO), and when I called him to discuss he advised that I should provide you a copy of this information for your records/advisement, and follow-up with call if you'd prefer.

Basically, I forwarded this information on because the NRHP Registration form has Native American reference in the document. As follows: ( page 4: .. and Native American archaeological sites. (footnote: 2) which footnote 2 states: *Personal communication with Donald G. Mikulic and Joanne Klussendorf, December 11, 1990.*) Additionally, this site (the reef) is a NHL (national historic landmark) within another NHL (the VA Cemetery). **\*\*note\*\*** in addition to Section 106, a NHL has NHPA section 110 considerations as well.

**\*\*Special Note\*\*** This project is very early in the environmental process, and a final determination as to whether this project will move ahead has not yet been determined. We (the department) are just collecting whatever information is available regarding potential project impacts.

This is one of Governor Walker's TPC (Transportation Project Commission) project's. More information about the TPC and the selected projects can be found here:

<http://walker.wi.gov/Default.aspx?Page=88e401e5-1401-41df-b8c3-4337c6be2c09>

Melissa, I hope this information is helpful, if you have any questions, or my information above doesn't make sense, please let me know and I'll call you to go over the details.

Regards,

Jim

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**From:** Becker, James - DOT  
**Sent:** Friday, September 14, 2012 1:58 PM

**To:** 'Bill L. Quackenbush'

**Subject:** FW: 1060-27-00, Soldiers' Home Reef National Historic Landmark

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**From:** Hamilton, Kelly E - WHS

**Sent:** Wednesday, September 12, 2012 6:54 PM

**To:** Becker, James - DOT

**Subject:** 1060-27-00, Soldiers' Home Reef National Historic Landmark

WisDOT project ID: 1060-27-00

IH-94 E-W Expressway: Marquette Interchange- Zoo Interchange; IH 43- 70th St  
Milwaukee County

Jim,

As requested, MAP has researched the *Soldiers' Home Reef National Historic Landmark* (Reef) boundary. As you know, the Reef is included within another National Historic Landmark - *Northwestern Branch, National Home for Disabled Volunteer Soldiers* (Home). The Reef is considered to be a feature of the greater designed landscape of the Home, and the Reef is considered to form a natural northeast boundary for the Home historic property. The entire Reef historic property is within the Home's historic property boundary. The verbal boundary description for the Home clearly states:

"The boundary for the south portion of the district begins at a point on the south edge of the right-of-way of Interstate Highway 94 and the northwest corner of the Clement J. Zablocki Veterans Affairs Medical Center, abutting the property of the Spring Hill Cemetery. The line then proceeds east along the southern edge of the right-of-way of Interstate Highway 94 on the property line of the Veterans Affairs Medical Center to the westerly curblin of General Mitchell Boulevard, then **follows the base of the Soldiers Home Reef bluff** on the property line between the Miller Park grounds and the Veterans Affairs Medical Center, to the intersection with the northerly railroad right-of-way of the Chicago, Milwaukee, St. Paul & Pacific Railroad and the westerly right-of-way of Highway 41." (see page 45 of the NHL form)

The Reef also is entirely within the *NW Branch, National Home for Disabled Volunteer Soldiers Historic District* (District). The Reef is considered to be a contributing resource of the District, and it is considered to form a portion of the eastern boundary for the District historic property. The verbal boundary description for the District clearly states:

"The boundaries for the south portion of the historic district begin at the intersection of the westerly curblin of Story Parkway and the southern edge of the right-of-way of Interstate Highway 94, **proceeding along the base of the bluff** on the property line between the Miller Park grounds and the Veterans Affairs Medical Center to the intersection with the northerly railroad right-of-way of the Chicago, Milwaukee, St. Paul & Pacific Railroad and the westerly right-of-way of Highway 41." (see Section 10 page 67 of the NRHP form)

Attached please find the following documents:

- Soldiers' Home Reef National Historic Landmark nomination form with maps and photographs;
- Approximate NHL boundary on Google Maps (adapted from Figure 5 in the revised research summary of August 23, 2012);
- Approximate NHL boundary on an aerial photograph obtained from the Milwaukee County Interactive Mapping Service (GIS); and
- Close-up view of approximate NHL boundary on an aerial photograph obtained from the Milwaukee County Interactive Mapping Service (GIS) - this photograph also depicts topographic contour lines.

I hope this information is helpful. On a related note, I would like to thank Daina Penkiunas of the WHS Division of Historic Preservation-Public History who quickly provided a copy of the NHL nomination form. She believes this form to be a final version.

Regards,

Kelly Hamilton

Museum Archaeology Program director

Wisconsin Historical Society

816 State Street

Madison, WI 53706-1482

**From:** Larry Balber [<mailto:lbalber@redcliff-nsn.gov>]  
**Sent:** Monday, May 20, 2013 3:23 PM  
**To:** Payant, Dobra - DOT  
**Subject:** RE: Continued Section 106 Coordination, I-94 East-West Corridor Study, Milwaukee, Wisconsin

Dear Dobra Payant,  
 Thank you for providing the information on the proposed project. Please be advised that the Red Cliff Tribe has no interest in this project and wish you well in your endeavor.  
 Regards,  
 Larry Balber  
 THPO

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**From:** Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]  
**Sent:** Friday, May 17, 2013 2:45 PM  
**To:** 'lbalber@redcliff-nsn.gov'  
**Cc:** Burkel, Rebecca - DOT; [Bethaney.Bacher-Gresock@dot.gov](mailto:Bethaney.Bacher-Gresock@dot.gov); Waldschmidt, Jay - DOT; Becker, James - DOT; Heimlich, Brad; Lynch, Jason - DOT; Webb, Charlie; 'Mary O'Brien'  
**Subject:** Continued Section 106 Coordination, I-94 East-West Corridor Study, Milwaukee, Wisconsin

Dear Mr. Balber,

In a continued effort to coordinate and seek participation in the project development process, Section 106 coordination, the Wisconsin Department of Transportation (WisDOT), in cooperation with the Federal Highway Administration, are requesting any comments your tribe wishes to share regarding potential impacts to historic properties (which may include archaeological sites, burial sites, traditional cultural properties, historic buildings/structures) and/or culturally sensitive areas. We recognize the challenges inherent in consulting with geographically dispersed parties with varying work schedules and travel options. To foster and maintain communication through the consultation process, alternatives to in-person, government-to-government meetings will be made upon request. Alternative consultation/coordination arrangements may include, but are not limited to, tele-conferencing, video-conferencing, and sharing/exchange of information via email or standard mail. Comments and/or requests for additional information may be directed to any of the following representatives:

FHWA	WisDOT Cultural Resources	WisDOT Region
Bethaney Bacher-Gresock Wisconsin Division 525 Junction Road, Suite 8000 Madison, Wisconsin 53717 Phone (608) 662-2119 Email: <a href="mailto:Bethaney.Bacher-Gresock@dot.gov">Bethaney.Bacher-Gresock@dot.gov</a>	James J. Becker III WisDOT BTS – Cultural Resources 4802 Sheboygan Ave. P.O. Box 7965 Madison, WI 53707-7965 Phone 608-261-0137 Email <a href="mailto:James.Becker@dot.wi.gov">James.Becker@dot.wi.gov</a>	Jason Lynch, Project Manager WisDOT SE Region 141 N.W. Barstow Street, P.O. Box 798 Waukesha, WI 53187-0798 Phone (414) 750-0538 <a href="mailto:Jason.Lynch@dot.wi.gov">Jason.Lynch@dot.wi.gov</a>

Additional Background reference information:



- In August of 2012, a project notification letter of this undertaking was sent to your tribe requesting comments, and participation as a consulting party (*enclosed*)
- In October 2012; WisDOT (Ms. Carrie Cooper) provided a project overview and addressed questions at the WisDOT/THPO meeting held in Bad River.
- Most recently, a meeting was held on April 12, 2013 to provide an update on project status. (*Meeting minutes were sent separately*).

### Project Information:

The Department is currently preparing an EIS (Environmental Impact Statement) for the I-94 East-West Corridor located in central Milwaukee County, Wisconsin. The study includes 2.85 miles of the Interstate 94 (I-94) freeway from 70<sup>th</sup> Street to 25<sup>th</sup> Street (see attached project location map). This undertaking will consist of reconstruction of the freeway within the project limits to address the deteriorated condition of the pavement and bridges, outdated roadway and bridge design, current and future traffic demand, and high crash rates. The project includes range of design alternatives from replace-in-kind to those that provide additional capacity on I-94 and are reconfiguring existing interchanges at 70<sup>th</sup>-68<sup>th</sup> Street, Hawley Road, Mitchell Boulevard, US 41/341 (Stadium Interchange), 35<sup>th</sup> Street, and 25<sup>th</sup> Street.

Additional information is also available on the project website: <http://dot.wisconsin.gov/projects/sereion/94stadiumint/index.htm>



Sincerely, -

Jason Lynch, P.E. -  
WisDOT Project Manager -

CC: - Rebecca Burkel, WisDOT Bureau of Technical Services  
Bethaney Bacher-Gresock, Environmental Major Projects Manager, FHWA Wisconsin Division  
Jay Waldschmidt, P.E., WisDOT Bureau of Technical Services -  
James J. Becker III, WisDOT Bureau of Technical Services – Cultural Resources -  
Brad Heimlich, P.E., Consultant Project Manager, CH2MHILL -

Attachments: Project Location Map  
August 2012 Coordination letter

*Dobrogniewa (Dobra) S. Payant, P.E.*  
WisDOT Deputy Project Manager

GWEN MOORE  
4TH DISTRICT, WISCONSIN

COMMITTEE ON  
FINANCIAL SERVICES  
CAPITAL MARKETS AND SECURITIES  
MONETARY POLICY AND TRADE

COMMITTEE ON BUDGET

DEMOCRATIC STEERING AND  
POLICY COMMITTEE

DEMOCRATIC CAUCUS REGIONAL WHIP



## Congress of the United States

### House of Representatives

July 18, 2014

WASHINGTON OFFICE:  
2245 RAYBURN HOUSE OFFICE BUILDING  
WASHINGTON, DC 20515  
(202) 225-4572  
FAX: (202) 225-8135

DISTRICT OFFICE:  
219 NORTH MILWAUKEE STREET  
SUITE 3A  
MILWAUKEE, WI 53202-5818  
(414) 297-1140  
FAX: (414) 297-1086

Secretary Anthony R. Foxx  
U.S. Department of Transportation  
1200 New Jersey Ave., SE  
Washington, DC 20590

Dear Secretary Foxx,

I am writing to express deep concerns for my congressional district as the Wisconsin Department of Transportation (WISDOT) conducts a study of its proposal to reconstruct the I-94 East-West Corridor between 16<sup>th</sup> Street and 70<sup>th</sup> Street in Wisconsin.

WISDOT is currently in the process of selecting whether to pursue a "double deck" or "at grade" solution for reconstruction of this narrow portion of I94. WISDOT should not be allowed to use a process that stacks the deck against those opposed to its double deck option, while acknowledging that this option is the most costly and will take the longest to build. Given the federal role and investment in this project, I would hope that you would increase oversight of this process to ensure the views of opponents are being solicited and considered fairly. Therefore, WISDOT should be required to thoroughly document its response to critics of the double decker option should it choose to move forward with that option.

My office has heard from constituents, community groups, and elected officials who all support the less expensive and less disruptive "at grade" option. The double deck option will cost up to three times more than the "at grade" proposal and will be unnecessarily disruptive to city neighborhoods, businesses and property values. Also, it may have a negative impact on the Soldier's Home National Historic District, which could jeopardize community efforts to revitalize this National Historic Landmark. This less expensive option, when combined with other steps like improving public transportation in the City of Milwaukee and in this corridor, can help meet the goals of all stakeholders, namely reducing congestion and helping to meet projected growth in usage of this vital roadway.

I hope you agree with me that public involvement is an integral, necessary part of an effective, transportation project planning process. Your Department must help ensure that WISDOT truly conducts a fair, open and transparent process that best serves the needs of the people in the Milwaukee Community. I am deeply concerned by reports that this may not be happening in the current I-94 study. The whole purpose of a process seeking public input is to ensure that all voices are heard and respected and that federal dollars are being wisely spent. Bureaucrats should not be allowed to ram through their own predetermined idea of what is best.

Federal funding for transportation is a limited resource; therefore, states should make wise and prudent decisions about how to spend those dollars. Without action by Congress, the Federal Highway Trust Fund is expected to fall to very low levels impacting projects nationwide. While long term funding proposals are pending, selecting an expensive option to both build and maintain would seem not to be the best way to appropriately utilize limited federal resources.

This project will have a long lasting impact on our community. I ask you to provide strong oversight of WISDOT's conduct during this process to ensure that the best decision is made, especially in light of our depleted federal resources and the considerable community opposition to the more expensive "double deck" option.

Sincerely,

A handwritten signature in dark ink, appearing to read "Gwen Moore", with a stylized flourish at the end.

Gwen Moore  
Member of Congress

GM/DH



THE SECRETARY OF TRANSPORTATION  
WASHINGTON, DC 20590

September 19, 2014

The Honorable Gwen Moore  
U.S. House of Representatives  
Washington, DC 20515

Dear Congresswoman Moore:

Thank you for your letter regarding the Wisconsin Department of Transportation's (WisDOT) proposal to reconstruct a segment of the I-94 East-West Corridor between 16<sup>th</sup> Street and 70<sup>th</sup> Street in Milwaukee. I appreciate your sharing your concerns with me.

It is my understanding that the Wisconsin's State Legislature and Transportation Projects Commission directed WisDOT to explore options for addressing the poor physical, operational, and safety characteristics of this section of I-94. The review is in an early stage, but WisDOT and the Federal Highway Administration's (FHWA) Wisconsin Division Office recognize the sensitivity of the proposed project. The FHWA Wisconsin Division Office is actively engaged as WisDOT develops the project, and staff members routinely provide strong direction in the National Environmental Policy Act (NEPA) review process. Several other FHWA offices, including FHWA Headquarters, are also involved in the project.

Public involvement is an important element of any Federal-aid highway project. In June 2014, WisDOT held the fifth set of public information meetings to describe the current alternatives and receive comments on the plans. In addition to public information meetings, WisDOT held many meetings with local officials, including from the city of Milwaukee, and neighborhood, community, and business organizations. Further, WisDOT used Community and Technical Advisory Committees to assist the study team in identifying and understanding issues associated with the project's purpose and need, developing and evaluating alternatives, and sharing project information.

Officials of WisDOT are preparing the draft environmental impact statements (EIS) under NEPA that will reflect the outreach initiatives. It will describe all reasonable alternatives for meeting project goals, their potential adverse impacts, and possible mitigation measures. After FHWA approves the draft EIS, WisDOT will make it available to the public for review and comment and will hold a public hearing. The WisDOT will consider and address all substantive comments in the final EIS.



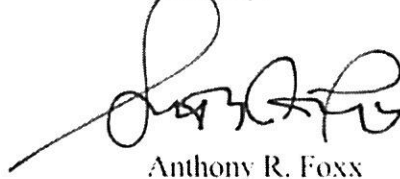
Page 2

The Honorable Gwen Moore

I can assure you that FHWA will continue to work with WisDOT throughout the NEPA review to ensure that public and other concerns are carefully considered and that the project, if a build alternative is selected, will avoid, minimize and mitigate potentially adverse effects to the extent possible.

I hope this is helpful. If I can provide further information or assistance, please feel free to call me.

Sincerely,

A handwritten signature in black ink, appearing to read 'Anthony R. Foxx', with a long horizontal line extending to the left.

Anthony R. Foxx

From: Thompson, Michael C - DNR [<mailto:MichaelC.Thompson@Wisconsin.gov>]  
Sent: Monday, July 30, 2012 4:22 PM  
To: Lynch, Jason - DOT  
Cc: Webb, Charlie/MKE  
Subject: DNR accepts invitation to be a cooperating agency for WisDOT 1060-27-00, environmental review process for the I-94 East-West Corridor Study, Milwaukee Co.

Jason,  
The Department accepts your invitation to be a cooperating agency in the environmental review process for the I-94 East-West Corridor Study, Milwaukee Co.  
I look forward to working with you on the project.

Thanks,  
Mike  
Michael C. Thompson  
Team Supervisor  
Environmental Analysis & Review Program - Northeast and Southeast Regions  
Wisconsin Department of Natural Resources  
( ) cell phone: (414) 303-3408  
( ) e-mail: [michaelc.thompson@wisconsin.gov](mailto:michaelc.thompson@wisconsin.gov)  
Website: [dnr.wi.gov](http://dnr.wi.gov)  
Find us on Facebook: [www.facebook.com/WIDNR](http://www.facebook.com/WIDNR)

**From:** Payant, Dobra - DOT  
**Sent:** Monday, September 17, 2012 4:38 PM  
**To:** Thompson, Michael C - DNR  
**Cc:** Lynch, Jason - DOT; Barth, Tony - DOT; Waldschmidt, Jay - DOT; Lee, Scott - DOT; Webb, Charlie; DOT DTSD SE SEF I94EW Doc Control  
**Subject:** WisDOT response to DNR-identified coordination items for I94 EW study

Hi Mike,

Thank you for your comments regarding the I94 East-West corridor study.

Attached you will find our response to the coordination items that you identified below.



120917 resp to  
 DNR comment e-m..

I'm looking forward to our continued communication during the project.

Thank you for meeting with me.

Dobra

*Dobrogniewa (Dobra) S. Payant, P.E.*

*DTSD SE Region*

*141 N W Barstow Street*

*Waukesha, WI 53187-0798*

*(414) 750-2677*

---

**From:** Thompson, Michael C - DNR  
**Sent:** Wednesday, August 15, 2012 9:55 AM  
**To:** Payant, Dobra - DOT  
**Cc:** McMullen, Peter T - DNR; Hartsook, Bryan D - DNR; Ritchie, Jim M - DNR; Cook, Melissa A - DNR  
**Subject:** Thanks

Dobra,

Thanks for talking with me yesterday about potential DNR-DOT coordination items for the I94, East-West, project:

- Threatened and Endangered Species [clarification: Butler's Gartersnakes not present. Wafer Ash and Peregrine Falcons outside of ROW.]
- cursory review indicates no DNR grant funded public recreational facilities (4f/6f)
- DNR Hank Aaron State Trail (HAST) south of I94 corridor
- Complete Streets – any opportunities to connect HAST with neighborhoods north of I94 and other parks/trails?
- Remediation and Redevelopment and Solid Waste
- Relocations and demolition – asbestos abatement
- DNR and DOT CO are reviewing Air impact assessment methodologies
- Flooding and Milwaukee Metropolitan Sewerage District (MMSD) flood control projects
- DNR and DOT CO are developing guidance for new stormwater Total Maximum Daily Limits (TMDLs), Waste Load Allocations, and Municipal Separate Storm Sewer System (MS4) permits
- Stadium District stormwater management
- Canadian Pacific Railroad Bridge over the Menomonee River piers that create turbulent erosive river flow
- Menomonee River concrete removal for flood control and aquatic habitat improvement
- Wetlands
- American Transmission Company (ATC) transmission lines

Mike  
 (414) 303-3408

## WisDOT Response to Coordination Items Identified by DNR on 8/15/2012

### I-94 East-West Corridor Study, Project ID 1060-27-00

1. Threatened and Endangered Species [clarification: Butler's Gartersnake habitat not present. Wafer Ash and Peregrine Falcons outside of ROW.]

Response: WisDOT rare species survey was performed in June 2012 based on DNR BER's June 7, 2012 letter. One special concern species (wafer ash) and one threatened species (pale purple coneflower) were located in the field. Butler's Gartersnake habitat was also field identified.

2. Cursory review indicates no DNR grant funded public recreation facilities [4(f)/6(f)]

Response: WisDOT's review also found no public recreation facilities funded by LWCF funds. The Hank Aaron State Trail extension that crosses under I-94 on 42<sup>nd</sup> Street is not funded by LWCF or other special federal funding sources. Per the MOA signed by WisDOT and DNR during the Zoo Interchange study, the Hank Aaron State Trail is not a Section 4(f) facility.

3. DNR Hank Aaron State Trail (HAST) south of I-94 corridor

Response: WisDOT is aware of the trail. No impacts to the trail are anticipated.

4. Remediation and Redevelopment and Solid Waste

Response: WisDOT will conduct a Phase 1 hazardous material assessment as part of the corridor study

5. Relocations and demolition - asbestos abatement

Response: if buildings are displaced, WisDOT will complete asbestos survey prior to demolition. Asbestos surveys will also be completed for all bridges within the study limits during this project.

6. DNR and DOT CO are reviewing Air impact assessment methodologies

Response: WisDOT's study team will keep in contact with WisDOT CO on this issue

7. Flooding and Milwaukee Metropolitan Sewerage District (MMSD) flood control projects

Response: WisDOT will coordinate with MMSD on future flood control measures

8. DNR and DOT CO are developing guidance for new stormwater Total Maximum Daily Limits (TMDLs), Waste Load Allocations, and Municipal Separate Storm Sewer System (MS4) permits

Response: WisDOT's study team will keep in contact with WisDOT CO on this issue

9. Stadium District stormwater management

Response: WisDOT study team is obtaining stormwater management info for Miller Park and its parking lots

10. Canadian Pacific Railroad Bridge over the Menomonee River piers that create turbulent erosive river flow

Response: Although it's early in the alternatives development process, WisDOT does not envision any project-related impacts to this bridge



11. Menomonee River concrete removal for flood control and aquatic habitat improvement

Response: WisDOT is aware of MMSD plans to remove concrete lining in the Menomonee River between I-94 and Wisconsin Avenue.

12. Wetlands

Response: several small, low-quality wetlands were identified in the project area during June 2012 preliminary wetland boundary mapping.

13. American Transmission Company (ATC) transmission lines

Response: WisDOT will work with ATC to avoid or minimize overhead transmission line relocation.



October 1, 2012

Ms. Dobra Payant, PE  
WisDOT Southeast Region  
141 NW Barstow Street  
Waukesha WI 53187-0798

Dear Ms. Payant:

Thank you for the opportunity to review and comment on the *Coordination Plan and Impact Analysis Methodology* for the I-94 East-West Freeway Study (70<sup>th</sup> Street – 25<sup>th</sup> Street), Milwaukee Co. The collaborative *Cooperative Agreement between the Wisconsin Department of Natural Resources and Wisconsin Department of Transportation* is described in the *Plan*. The Department shares the commitment to coordination and planning that protects public health and safety, maximizes the use of existing infrastructure, and conserves resources that support a sustainable high quality of life.

The Department offers the following *Impact Analysis Methodology* comments:

Section 13 Water Resources Impact Methodology

Clean Water Act, Section 303(d), impaired water bodies are present within the Milwaukee River Basin and Study area<sup>1</sup>. The Environmental Protection Agency requires a Total Maximum Daily Load (TMDL) analysis for impaired water bodies to establish the pollutant reductions needed to meet water quality goals. The Milwaukee Metropolitan Sewerage District is developing TMDLs as a third party on behalf of the Wisconsin Department of Natural Resources for the Menomonee River, Kinnickinnic River, and Milwaukee River Watersheds, and for the Milwaukee Harbor Estuary. Fecal coliform bacteria, phosphorous, and sediment are the pollutants of interest. Draft Waste Load Allocations will be prepared October 2012. A Draft Implementation Plan is anticipated January 2013. A Final Implementation Plan is expected September 2013. Municipal Separate Storm Sewer System (MS4) permits will incorporate TMDL requirements. The Departments of Natural Resources and Transportation are developing TMDL and MS4 guidance. The Department recommends that the conceptual storm water quality evaluation consider TMDL and MS4 requirements and analyze the potential impact of proposed highway improvements on existing water quality conditions.

Flooding concerns are present in the Study area. The Department suggests the conceptual storm water management plan evaluate the potential impact of proposed highway facilities runoff release rates during 100-year and 2-year storm events. This information may assist Milwaukee Metropolitan Sewerage District and adjacent communities' management of flood control infrastructure. The Department acknowledges *TRANS 401 Construction Site Erosion Control and Storm Water Management Procedures for Department of Transportation Actions and Facilities Development Manual* requirements.

<sup>1</sup> Milwaukee Metropolitan Sewerage District *Map of Milwaukee River Basin and Impaired Water Bodies*  
[http://v3.mmsd.com/AssetsClient/documents/waterqualityresearch/TMDL/ImpairedWaterBodies\\_MilwBasinTMDL.pdf](http://v3.mmsd.com/AssetsClient/documents/waterqualityresearch/TMDL/ImpairedWaterBodies_MilwBasinTMDL.pdf)

## Section 16: Air Quality Impact Methodology

The Environmental Protection Agency recommends that agencies begin using MOVES2010a (Motor Vehicle Emission Simulator) and EMFAC2007 (California Emission Factor) air quality models at the earliest practicable time for transportation conformity, general conformity, and National Environmental Policy Act purposes although the two-year grace period ends December 20, 2012<sup>2</sup>.

### Closing

Thanks again for the opportunity to comment. I look forward to reviewing the Study's *Draft Purpose and Need* statement. Please contact me by telephone (414) 303-3408 or email [MichaelC.Thompson@Wisconsin.gov](mailto:MichaelC.Thompson@Wisconsin.gov) if I can provide further assistance. I'd be glad to meet or speak with you.

Sincerely,



Michael C. Thompson  
Environmental Analysis and Review Team Supervisor  
Northeast and Southeast Regions

Cc: Rebecca Graser, USACE  
Michael Leslie, USEPA  
Charles Warzecka, DHS  
Sharon Gayan, DNR  
Lloyd Eagan, DNR  
Joe Hoch, DNR  
Mike Halsted, DNR

---

<sup>2</sup> EPA, *Using the MOVES and EMFAC Emission Models in NEPA Evaluations*, February 8, 2011, Memorandum <http://www.epa.gov/compliance/resources/policies/nepa/using-the-MOVES-and-EMFAC-emissions-models-in-NEPA-evaluations-pg.pdf>



December 3, 2012

Ms. Dobrogniewa (Dobra) S. Payant, P.E.  
Wisconsin Department of Transportation  
141 N W Barstow Street  
Waukesha, WI 53187

Ms. Bethaney Bacher-Gresock  
Federal Highway Administration  
525 Junction Road, Suite 800  
Madison, WI 53717

Dear Ms. Pyant and Ms. Bacher-Gresock:

Thank you for the opportunity to comment on the Draft Purpose and Need for the IH-94 East-West Corridor Study, 70<sup>th</sup> St. to 25<sup>th</sup> St., Milwaukee. The Department concurs with the Purpose and Need and that safety, deteriorating bridges and pavement, obsolete design, traffic demand and efficient regional transportation system operations must be addressed. Obsolete storm water management facilities should be improved in this drainage area where flooding occurs and the Menomonee River does not meet water quality standards.

The Departments of Natural Resources and Transportation collaborate during transportation planning to develop projects that meet transportation needs, minimize adverse environmental impacts, maximize use of existing infrastructure, and consider stakeholder input and public opinion. The Department is committed to cooperation and planning to protect public health, safety, and the environment while conserving resources that support a sustainable, high quality of life.

Please contact me at (414) 303-3408 or [MichaelC.Thompson@Wisconsin.gov](mailto:MichaelC.Thompson@Wisconsin.gov) if I can provide further information and assistance. I would be glad to meet or speak with you.

Sincerely,

Michael C. Thompson  
Environmental Analysis Supervisor

Cc: Kathleen Kowal, U.S. Environmental Protection Agency  
Anthony Jernigan, U.S. Army Corps of Engineers  
Mr. Christopher Hiebert, Southeastern Wisconsin Regional Planning Commission  
Ms. Debra Jensen, Milwaukee Metropolitan Sewerage District  
Kristina Betzold, Wisconsin Department of Natural Resources  
Bryan Hartsook, Wisconsin Department of Natural Resources  
Sharon Gayan, Wisconsin Department of Natural Resources  
Joe Hoch, Wisconsin Department of Natural Resources





July 1, 2013

Ms. Dobrogniewa Payant, P.E.  
Wisconsin Department of Transportation  
I-94 East-West Study Team  
141 NW Barstow St.  
Waukesha, WI 53187-0798

Dear Ms. Payant:

Thank you for the opportunity to comment on the draft of Section 2, I-94 East-West, Draft Environmental Impact Statement, Milwaukee. The Department concurs with the range of alternatives considered for the study.

Please contact if I can provide further assistance. I would be glad to speak or meet with you.

Sincerely,

Michael C. Thompson  
Wisconsin Department of Natural Resources  
Office of Business Support and Sustainability  
(414) 303-3408

Cc: Anthony Jernigan, USACE  
Kenneth Westlake, EPA  
Michele Curan, NPS  
Bethany Bacher-Gresock, FHWA  
Peter McMullen, DNR  
Mike Friedlander, DNR  
Joe Hoch, DNR  
Melissa Cook, DNR  
Kristina Betzold, DNR



July 17, 2014

Ms. Dobrogniewa Payant, P.E.  
Wisconsin Department of Transportation  
I-94 East-West Study Team  
141 NW Barstow St.  
Waukesha, WI 53187-0798

Dear Ms. Payant:

Thank you for the opportunity to comment on the Revised Draft Section 2 Alternatives Considered, I-94 East-West, Draft Environmental Impact Statement, Milwaukee. The alternatives development and refinement process began in 2012. All alternatives currently retained for further consideration include reconstruction to modern design and safety standards with eight-lane capacity expansion.

At-grade and Double Deck alternatives are being considered in the west segment (70th St. to the Stadium Interchange). The At-grade alternative has two options: no interchange at Hawley Road or a half interchange at Hawley Road. The Double Deck alternative also has two options: the All Up and Partial Down options. The All Down option has been eliminated from consideration. On-alignment and Off-alignment near 25<sup>th</sup> St. alternatives are being considered in the east segment (Stadium Interchange to 16th St.)

The Department concurs with the range of alternatives considered for the study.

Please contact if I can provide further assistance. I would be glad to speak or meet with you.

Sincerely,

Michael C. Thompson  
Supervisor - Bureau of Environmental Analysis and Sustainability  
Wisconsin Department of Natural Resources  
(414) 303-3408

Cc: Anthony Jernigan, USACE  
Kenneth Westlake, EPA  
Michele Curan, NPS  
Bethany Bacher-Gresock, FHWA  
David Bizot, DNR  
Bryan Laude, DNR  
Kristina Betzold, DNR



RECEIVED

MAY 16 2014

FHWA  
WISCONSIN DIVISION

May 14, 2014

Ms. Bethaney Bacher-Gresock  
Major Projects Environmental Manager  
Federal Highway Administration – Wisconsin Division Office  
525 Junction Rd, Suite 8000  
Madison, WI 53717

RE: FHWA's Assessment of Adverse Effects for the I-94 East-West Corridor Project from  
16<sup>th</sup> St to 70<sup>th</sup> St, Milwaukee, WI

Dear Ms. Bacher-Gresock:

The Wisconsin State Historic Preservation Office has received a copy of your memorandum, dated April 22, 2014, which discusses FHWA's position on the potential for adverse effects to each of the eligible or listed historic properties within the above project area. We concur on the following points:

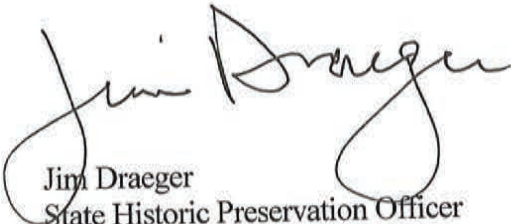
- the proposed undertaking will not adversely affect Story Hill Residential District #1
- the proposed undertaking will not adversely affect Soldiers' Home Reef National Historic Landmark
- both of the proposed double-deck alternatives will have an adverse effect on the Northwestern Branch, National Home for Disabled Volunteer Soldiers National Historic District and Landmark
- the at-grade alternative has the potential to result in a finding of conditional no adverse effect

We do not concur with the assessment of effects for Story Hill Residential Districts #2 and #3 and for Calvary Cemetery. As you correctly quoted from the regulations, any alteration, direct or indirect, that diminishes the integrity of a historic property is an adverse effect. The subset that follows goes on to include examples of adverse effects, including "introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant features" [36 CFR 800.5(a)(2)(v)]. The word that needs to be emphasized here is *integrity*. Any historic property, regardless of the criteria for which it is nominated, must have historic integrity to be eligible for the National Register. The National Park Service has identified seven types of integrity including setting, location, feeling and association; all of which are assessed when evaluating effects on a property. An elevated road system adjacent to both the

Story Hill neighborhood and Calvary Cemetery diminishes their integrity of setting and feeling, permanently altering characteristics of the setting that were instrumental in the original siting of these properties and introduces strong visual barriers that were not present earlier.

We appreciate all of the work the design team has already done to minimize the impact of the project on these historic properties and we look forward to continued consultation as we worked towards concluding the Section 106 process.

Sincerely,



Jim Draeger  
State Historic Preservation Officer  
Wisconsin Historical Society  
Division of Historic Preservation – Public History  
608-264-6464  
[jim.draeger@wisconsinhistory.org](mailto:jim.draeger@wisconsinhistory.org)



# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

W239 N1812 ROCKWOOD DRIVE • PO BOX 1607 • WAUKESHA, WI 53187-1607

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July 3, 2012

Mr. Jason Lynch, P.E.  
Wisconsin Department of Transportation  
Southeast Regional Office  
141 NW Barstow Street  
P.O. Box 798  
Waukesha, WI 53187

Dear Mr. Lynch:

Pursuant to your letter request dated June 28, 2012, the Southeastern Wisconsin Regional Planning Commission will be a participating agency in the environmental review process for the IH 94 East-West corridor study being conducted by the Wisconsin Department of Transportation. With respect to the first agency coordination meeting scheduled for July 17, 2012, I will be unable to attend, but Christopher Hiebert, the Commission's staff's Chief Transportation Engineer, will attend.

Sincerely,



Kenneth R. Yunker, P.E.  
Executive Director

KRY/RWH/dad  
#205598

---

**From:** Hoel, Ryan W. [mailto:RHOEL@SEWRPC.org]

**Sent:** Monday, December 03, 2012 2:11 PM

**To:** 'Dobra.Payant@dot.wi.gov'

**Cc:** 'Anthony.D.Jernigan@usace.army.mil'; 'Westlake.Kenneth@epa.gov'; 'Michele\_Curran@nps.gov'; 'MichaelC.Thompson@Wisconsin.gov'; Polenske, Jeff; 'Glenn.Madderom@va.gov'; 'Alphaeus.Richburg@va.gov'; 'Brian.Dranzik@milwcnty.com'; 'pdaniels@ci.west-allis.wi.us'; 'Jay.Waldschmidt@dot.wi.gov'; Bethaney.Bacher-Gresock@dot.gov; 'David.Nguyen@dot.wi.gov'; Webb, Charlie/MKE; scott.lee@dot.wi.gov; 'Jason.Lynch@dot.wi.gov'; 'Tony.Barth@dot.wi.gov'; Yunker, Kenneth R.; Hiebert, Christopher T.

**Subject:** RE: Draft Purpose and Need statement for the I-94 East-West study in Milwaukee, Wisconsin

Dobra,

Commission staff appreciate the opportunity to comment on the draft purpose and need statement for the IH 94 East-West study. We have reviewed the document and have the following suggested changes to the draft document:

On page 1-5, it is suggested that the following text be added to the last paragraph on this page:

In addition, the study acknowledges that every freeway segment will require preliminary engineering and environmental impact studies conducted by WisDOT, and that during preliminary engineering, various freeway reconstruction alternatives would be necessarily considered, including rebuilding the freeway system as is, reconstructing the freeway system to provide varying degrees of meeting modern design standards, and reconstructing the freeway system with and without additional lanes. Lastly, the regional freeway reconstruction study acknowledged that final decisions with respect to freeway reconstruction and whether or not additional lanes will be provided would be made only at the conclusion of preliminary engineering.

On page 1-7, it is suggested that the first two sentences of the second paragraph under the heading "1.3.1 Land Use and Transportation Planning" be changed to read:

SEWRPC's principal responsibility is to prepare an advisory comprehensive plan for the physical development of the region, including a regional land use plan, which is the basis of all other plan elements, including transportation.

On page 1-9, it is suggested that the last paragraph on this page be changed to read:

The 2035 regional transportation system plan recognizes that the 127 miles of freeway widening proposed in the plan, and in particular the 19 miles of widening in the City of Milwaukee (including IH 94 between the Zoo and Marquette interchanges), will undergo preliminary engineering and environmental impact studies by WisDOT. The plan acknowledged that during preliminary engineering, alternatives will be considered, including rebuild-as-is, various options of rebuild to modern design standards, compromises to rebuilding to modern design standards, rebuilding with additional lanes, and rebuilding with the existing number of lanes. The plan further acknowledged that only at the conclusion of preliminary engineering would a determination be made as to how the freeway would be reconstructed.

Please contact our office with any questions regarding our suggested changes to the draft purpose and need statement.

Ryan W. Hoel, P.E.  
Principal Engineer  
Transportation Division  
Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, WI 53187-1607  
(262) 547-6721  
(262) 547-1103 fax  
[rhoel@sewrpc.org](mailto:rhoel@sewrpc.org)

---

**From:** Payant, Dobra - DOT [<mailto:Dobra.Payant@dot.wi.gov>]  
**Sent:** Friday, November 02, 2012 3:21 PM  
**To:** 'Anthony.D.Jernigan@usace.army.mil'; 'Westlake.Kenneth@epa.gov'; 'Michele\_Curran@nps.gov'; 'Glenn.Madderom@va.gov'; 'Alphaeus.Richburg@va.gov'; Thompson, Michael C - DNR; 'Brian.Dranzik@milwcnty.com'; Polenske, Jeff; 'pdaniels@ci.west-allis.wi.us'; Yunker, Kenneth R.  
**Cc:** Waldschmidt, Jay - DOT; 'Bethaney.Bacher-Gresock@dot.gov'; Nguyen, David - DOT; Webb, Charlie; Lee, Scott - DOT; Barth, Tony - DOT; Lynch, Jason - DOT; 'Mary O'Brien'  
**Subject:** Draft Purpose and Need statement for the I-94 East-West study in Milwaukee, Wisconsin

Attached is the draft purpose and need statement for the I-94 East-West corridor study in Milwaukee, WI. We are sending you this document for your review and comment. This is the first concurrence point in the agency coordination process documented in the Agency Coordination Plan that you reviewed in August.

The purpose of this project is to address the deteriorated condition of the study area freeway system, obsolete roadway and bridge design, current and future traffic demand, and high crash rates. The draft purpose and need statement will become Section 1 of the Draft EIS.

Please provide comments on the draft purpose and need statement to WisDOT (Dobra Payant) and FHWA (Bethaney Bacher-Gresock) by **Monday, December 3, 2012**. After receiving your comments WisDOT and FHWA will review comments and assess whether a meeting is needed to discuss any substantive comments on the purpose and need statement. If a meeting is needed we will follow up with you to schedule the meeting.

Thank you for your involvement in this study and your comments on previously submitted Agency Coordination Plan and Impact Analysis Methodology. We are currently working on updating these two documents and anticipate sending the updated versions to you shortly.

Thank you again for your participation,

**From:** Hiebert, Christopher T. [<mailto:CHIEBERT@SEWRPC.org>]

**Sent:** Friday, July 12, 2013 3:15 PM

**To:** Payant, Dobra - DOT

**Cc:** Barth, Tony - DOT; Lynch, Jason - DOT; Heimlich, Brad; Webb, Charlie; DOT DTSD SE SEF I94EW Doc Control; Hoel, Ryan W.; Yunker, Ken

**Subject:** RE: Confirmation of deadline extension for submittal of comments on draft Section 2 of DEIS for I-94 EW study

Dobra,

Please find attached a copy of Section 2 of the DEIS and MS Word document containing our proposed changes and comments. Thank you again for the extra time.

Let me know if you have any questions.

Sincerely,

Christopher T. Hiebert, P.E.  
Chief Transportation Engineer  
Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, WI 53187-1607  
Phone: (262)547-6722 x 227  
Fax: (262)547-1103  
[chiebert@sewrpc.org](mailto:chiebert@sewrpc.org)



**From:** [Andrea.Weddle-Henning@milwcnty.com](mailto:Andrea.Weddle-Henning@milwcnty.com) [<mailto:Andrea.Weddle-Henning@milwcnty.com>]  
**Sent:** Thursday, July 26, 2012 5:56 PM  
**To:** Lynch, Jason - DOT  
**Cc:** [Frank.Busalacchi@milwcnty.com](mailto:Frank.Busalacchi@milwcnty.com); [Aziz.Aleiow@milwcnty.com](mailto:Aziz.Aleiow@milwcnty.com)  
**Subject:** I-94 E-W Corridor Study- Participating Agency - Milwaukee County response

Hi Jason,

Milwaukee County accepts the invitation to become a participating agency for the I-94 E-W Corridor Study/Project per your June 28, 2012 invitation letter. Thank you for your consideration.

Please continue to send information, emails, invites to the following Milwaukee County representatives:

- Frank Busalacchi, Director of Milwaukee County DOT- [frank.busalacchi@milwcnty.com](mailto:frank.busalacchi@milwcnty.com)
- Andrea Weddle-Henning, Transportation Engineering Manager - [andrea.weddle-henning@milwcnty.com](mailto:andrea.weddle-henning@milwcnty.com)
- Aziz Aleiow, Managing Engineer-[aziz.aleiow@milwcnty.com](mailto:aziz.aleiow@milwcnty.com)

The address is the same for all above (Milwaukee County DOT, 2711 W. Wells St., Suite 300, Milwaukee, WI 53208.

Thanks,

**Andrea J. Weddle-Henning, P.E.**  
**Transportation Engineering Manager**  
**Milwaukee County DOT- Transportation Services**  
**2711 W. Wells St., Suite 300**  
**Milwaukee, WI 53208**  
**Office: (414) 278-4934**  
**Fax: (414) 223-1850**  
**Email: [andrea.weddle-henning@milwcnty.com](mailto:andrea.weddle-henning@milwcnty.com)**  
 \*\*\*\*\*

1 By Supervisors Weishan & Mayo  
2  
3

4 A RESOLUTION

5 Opposing freeway expansion options for I-94 from North 25<sup>th</sup> Street to North 70<sup>th</sup>  
6 Street that could detract from the quality of life of Milwaukee County residents.  
7

8 WHEREAS, on December 27, 2007, the City of Milwaukee Common  
9 Council adopted file #071114, a resolution expressing the City's opposition to  
10 the proposed reconstruction and expansion of Interstate 94 and its support  
11 for a new strategic approach to transportation investments in Southeastern  
12 Wisconsin; and  
13

14 WHEREAS, a federal judge ruled that the State Department of  
15 Transportation's Environmental Impact Statement supporting the \$1.7 billion  
16 taxpayer funded rebuilding and expansion of the Zoo Interchange is deficient  
17 and violates federal law; and  
18

19 WHEREAS, the Story Hill Neighborhood Association (SHNA) has expressed  
20 its opposition to the State DOT on freeway corridor expansion options for I-94 from  
21 North 25<sup>th</sup> Street to North 70<sup>th</sup> Street; and  
22

23 WHEREAS, the SNHA also expressed to the State that the I-94 freeway  
24 corridor must be designed and rebuilt within the existing footprint to maintain and  
25 preserve the quality of life and housing stock with no removal of homes; and  
26

27 WHEREAS, On December 3, 2008, the American Civil Liberties Union  
28 of Wisconsin ("ACLU") filed a complaint with the U.S. Department of  
29 Transportation's Departmental Office for Civil Rights and the Federal  
30 Highway Administration's Office of Civil Rights relating to the Wisconsin  
31 Department of Transportation's plans to reconstruct and expand I-94  
32 between the Mitchell Interchange and the Illinois State Line, construct a new  
33 interchange at Drexel Avenue and close a significant portion of the  
34 interchange at S. 27<sup>th</sup> Street and I-894; and  
35

36 WHEREAS, The ACLU complaint objected to WisDOT's plans on civil  
37 rights and environmental justice grounds, particularly that WisDOT's actions  
38 have "both the intent and effect of imposing disproportionate and  
39 unnecessary harm upon the residents of the city of Milwaukee"; and  
40

41 WHEREAS, the ACLU asserts that WisDOT has failed to consider or  
42 take actions that would provide benefits to Milwaukee residents to offset  
43 the negative effects of its I-94 plans; and  
44

45 WHEREAS, the ACLU alleged that WisDOT's decision-making process  
46 regarding the project, and the decision itself, discriminates and violates Title  
47 VI of the Civil Rights Act and environmental justice requirements; and  
48

49 WHEREAS, the SHNA overall position is to support making  
50 improvements to the I-94 corridor between 70th and 25th streets as necessary, but  
51 to otherwise rebuild the highway in the existing footprint, keeping all entrance/exit  
52 opportunities, except General Mitchell Boulevard, as is. The quality of life that the  
53 Story Hill neighborhood and our surrounding business districts and neighborhoods  
54 enjoy must not be reduced or worse, eliminated; and  
55

56 WHEREAS, cost estimates for the project range from \$370 million to  
57 reconstruct the freeway to its current configuration, to \$1.2 billion to rebuild and  
58 expand the freeway (which includes sections of double-decking through the Story  
59 Hill neighborhood and moving the entire right-of-way in the Merrill Park  
60 neighborhood; and  
61

62 WHEREAS, with the pending lawsuit concerning rebuilding the Zoo  
63 Interchange and more delays in completing the I- 94 North/South freeway through  
64 Racine and Kenosha counties, as well as other road projects proposed or already  
65 underway throughout the state, the SHNA does not believe a total rebuild of this  
66 freeway corridor is something taxpayers can afford at this time; and  
67

68 WHEREAS, it is reasonable and prudent that a new balanced approach be  
69 taken that would take into account local roads, bridges, and other intermodal  
70 options now, therefore  
71

72 BE IT RESOLVED, the County Board opposes freeway expansion options for  
73 I-94 from North 25<sup>th</sup> Street to North 70<sup>th</sup> Street that could detract from the quality of  
74 life of Milwaukee County residents.

**From:** Polenske, Jeffrey [<mailto:Jeffrey.Polenske@milwaukee.gov>]  
**Sent:** Wednesday, July 25, 2012 4:22 PM  
**To:** Lynch, Jason - DOT  
**Subject:** FW: Participating Agency Acceptance

Jason,

The City of Milwaukee formally accepts your invitation to be a Participating Agency in the environmental review process for the I-94 East-West Corridor Study in Milwaukee County, Wisconsin. The City understands and accepts the responsibilities of being a Participating Agency in this process. We look forward to working cooperatively with your agency and other stakeholders in this important part of the I-94 East-West Corridor Study.

Thanks,  
Jeffrey S. Polenske  
City Engineer  
City of Milwaukee  
(414)286-2400

The City of Milwaukee is subject to Wisconsin Statutes related to public records. Unless otherwise exempted from the public records law, senders and receivers of City of Milwaukee e-mail should presume that e-mail is subject to release upon request, and is subject to state records retention requirements. See City of Milwaukee full e-mail disclaimer at [www.milwaukee.gov/email\\_disclaimer](http://www.milwaukee.gov/email_disclaimer)





Department of Public Works  
Infrastructure Services Division

**Ghassan Korban**  
Commissioner of Public Works

**Preston D. Cole**  
Director of Operations

**Jeffrey S. Polenske**  
City Engineer

October 1, 2012

Ms. Dobrah Payant, P.E.  
Southeast Region  
Wisconsin Department of Transportation  
141 N.W. Barstow Street  
Waukesha, WI 53187-0798

Subject: I-94 East-West Freeway Corridor Study  
Coordination Plan and Impact Analysis Methodology  
Project I.D. 1060-27-00

Dear Ms. Payant:

The City of Milwaukee has reviewed the Coordination Plan and Impact Analysis Methodology documents for the corridor study. The City has no objections to the information contained in either of these documents. We look forward to working with your team on this project.

Very truly yours,

Jeffrey S. Polenske, P.E.  
City Engineer

RWB: ns

**D-54**





**Department of Public Works**  
Infrastructure Services Division

**Ghassan Korban**  
Commissioner of Public Works

**Preston D. Cole**  
Director of Operations

**Jeffrey S. Polenske**  
City Engineer

December 4, 2012

Ms. Dobrah Payant, P.E.  
Southeast Region  
Wisconsin Department of Transportation  
141 N.W. Barstow Street  
Waukesha, WI 53187-0798

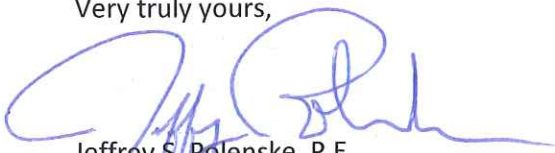
Subject: I-94 East West Freeway Corridor Study  
Draft Purpose and Need Statement for the Project  
Project I.D. 1060-27-00

Dear Ms. Payant:

We have reviewed the draft purpose and need statement for the project and offer the following comments: in general, we agree with the information contained in the statement. We have some concerns with Section 1.3.5.2 Future Traffic Volumes. It is not stated what level of transit service/usage is contained in the 2040 SEWRPC traffic projections. The level of transit service/usage can have a significant impact on future traffic projections. In addition, the City believes that any traffic analysis done on this segment of freeway needs to be done on a corridor basis as opposed to a freeway analysis only. A corridor analysis should include impacts to traffic demand and operation on parallel roadways and feeder roadways to freeway ramps. We base this belief on experience gained during previous resurfacing projects on this freeway segment. During the resurfacing projects when there were only two thru lanes available on the freeway, the City verified by traffic counting that traffic was diverted to parallel arterial roadways. Significant diversion occurred from as far north as Capitol Drive and as far south as Oklahoma Avenue. This suggests that traffic within this corridor shifts when there are significant changes in capacity on major roadways within the corridor. We believe that this phenomenon should be considered in the assignment of future traffic volumes used in this study.

Please let us know if there are any questions with regards to the comments submitted.

Very truly yours,



Jeffrey S. Polenske, P.E.  
City Engineer

RWB: ns

**D-55**





**Department of Public Works**  
Infrastructure Services Division

**Ghassan Korban**  
Commissioner of Public Works

**Preston D. Cole**  
Director of Operations

**Jeffrey S. Polenske**  
City Engineer

March 1, 2013

Ms. Dobrah Payant, P.E.  
Southeast Region  
Wisconsin Department of Transportation  
141 N.W. Barstow Street  
Waukesha, WI 53187-0798

Subject: I-94 East West Freeway Corridor Study  
Project I.D. 1060-27-00

Dear Ms. Payant:

The City of Milwaukee as a participating agency in the environmental review process for this corridor study would like to reiterate our previous positions taken on the East West I-94 freeway corridor as well as address our current concerns with the planning process for the corridor study.

The City believes that the current east west corridor study must consider all modes of transportation to assure the implementation of an efficient and balanced transportation system that is responsive to all segments of the community. The corridor study should not be limited to alternatives that simply seek to improve the operational characteristics of the freeway but should consider options that improve regional and local mobility by concurrently implementing mass transit improvements. If coordinated right, a mass transit improvement could be a significant component of an effective traffic mitigation strategy during construction.

With the Zoo Interchange reconstruction project currently scheduled to last until 2018, possibly extend into 2019 or 2020 depending on budget availability, and with the East West I-94 freeway project expected to follow for several years after the Zoo Interchange work, it is possible that major construction activity could continue through the year 2025 creating a significant hardship for the citizens and businesses whose livelihood depends on good access and efficient travel within and through this corridor. There seems to be an opportunity here to identify and implement improved mass transit service within this east west corridor that would not only provide benefits for traffic mitigation purposes during the extensive construction activities but also provide long term benefits beyond construction, complementing the Zoo Interchange and the East West I-94 freeway improvements. A comprehensive transportation improvement that includes a strong mass transit component would maximize mobility and access to jobs for all citizens. One such option that could be considered would be to establish an enhanced version of the east/west commuter train service that was provided during the 1997-1998 east-west freeway resurfacing project when AMTRACK Hiawatha service was extended between Milwaukee and Watertown.



Ms. Dobrah Payant  
March 1, 2013  
Page 2

As stated in our letter of December 4, 2012, concerning the draft Purpose and Need Statement for this project, the City also believes that any traffic analysis done to compare potential East-West I-94 corridor alternatives should be done on a broader corridor basis as opposed to a freeway only type of analysis. Traffic counts taken during previous resurfacing projects on this freeway segment verified that significant freeway traffic was diverted to parallel arterial roadways as far north as Capitol Drive and as far south as Oklahoma Avenue. This suggests that traffic within this corridor shifts when there are significant changes in capacity on major roadways within the same corridor. The City is concerned that the new corridor alternatives (particularly those which provide for additional through capacity on east-west I-94) will simply shift additional traffic from parallel arterials onto the freeway and any perceived or anticipated improvement in level of service or travel times on the freeway may not materialize. We believe that this traffic shifting phenomenon should be considered in the assignment of future traffic volumes used in this corridor study.

Attached for your consideration is Common Council resolution #011729 setting forth the City of Milwaukee's position on the draft findings of "A Regional Freeway Reconstruction Plan for Southeast Wisconsin" and includes positions that pertain directly to the East West I-94 corridor.

As indicated in the attached Council Resolution, the City has and remains opposed to capacity expansion in the east west corridor between the Marquette and Zoo Interchanges by additional through lanes. The City believes that such capacity expansion would result in dramatic adverse impacts to adjacent neighborhoods and/or impacts to the property tax base. As also indicated in the attached resolution, the City does not support the double decking of the I-94 freeway from Miller Park to Hawley Road simply for the purpose of meeting modern freeway shoulder design standards. The City would remain opposed to any new freeway designs that would be detrimental to adjacent neighborhoods, particularly the Story Hill neighborhood, in terms of visual, noise or encroachment impacts.

The City is not opposed to freeway safety improvements where reasonable and where impacts are not excessive. For example, the City would not be opposed to the installation of right hand on and off ramps at interchanges or the addition of auxiliary lanes between on and off- ramps that reduce weaving movements and can enhance safety provided that these improvements do not have a negative impact on the City's neighborhoods and property tax base. The City believes that these kinds of safety improvements may also allow the existing freeway capacity to be more efficiently utilized and thus reduce the likelihood of future capacity expansion.

Finally, the City does have significant concerns with any alternatives that remove access points to the east west freeway system. The City would be opposed to a reduction in freeway access points or changes in access that would significantly inconvenience City residents or significantly impact businesses that depend on the current freeway access. With that being said, the City would not necessarily be opposed to changes in access associated with local roads having access to a frontage or collector-distributor roadway as opposed to the mainline freeway itself (as was done in the Marquette and Mitchell Interchanges)

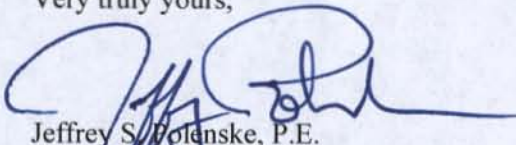


Ms. Dobrah Payant  
March 1, 2013  
Page 3

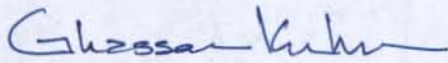
provided that the frontage/collector-distributor roadways would be constructed without significant negative impact to the City's neighborhoods and tax base.

We hope that this information will be useful as the Corridor study moves into the preliminary alternative selection process for further, more detailed evaluation. We look forward to working with your team on this critical transportation project. If you have any questions regarding this information, please contact Jeffrey Polenske at (414) 286-2400.

Very truly yours,



Jeffrey S. Polenske, P.E.  
City Engineer



Ghassan Korban  
Commissioner of Public Works

RWB: ns

Enclosure

c: Dewayne Johnson, WISDOT



# City of Milwaukee

10602701-00370R-RDA06  
200 E. Wells Street  
Milwaukee, Wisconsin  
53202

## Legislation Text

---

**File #:** 011729, **Version:** 2

---

### Number

011729

### Version

SUBSTITUTE 2

### Reference

### Sponsor

ALD. MURPHY

### Title

Substitute resolution setting forth the City of Milwaukee's position on the draft findings of a study entitled "A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin", a.k.a. SEWRPC Planning Report No. 47, dated March 3, 2002.

### Analysis

This resolution sets forth the official position of the City of Milwaukee regarding the draft findings of SEWRPC Planning Report No. 47, final draft dated March 3, 2002, entitled "A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin".

### Body

Whereas, The Secretary of the Wisconsin Department of Transportation in 2000 requested the Southeastern Wisconsin Regional Planning Commission to lead a study entitled "A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin" to prepare a plan and program for rebuilding the regional freeway system in the 21<sup>st</sup> Century; and

Whereas, The study was requested due to the age of the 273-mile Southeastern Wisconsin freeway system and the need to reconstruct the entire system within the next 30 years; and

Whereas, The study addressed the relative importance of the freeway system, obsolescence of the freeway system design, traffic congestion on the freeway system, and relative cost of rebuilding the freeway system; and

Whereas, The City of Milwaukee was represented on the Study Advisory Committee and the Study Technical Subcommittee by Mayor John O. Norquist and Commissioner of Public Works, Mariano A. Schifalacqua; and

Whereas, The study alternatives and preliminary study findings are presented in the final draft of SEWRPC Planning Report No. 47 - A Regional Freeway Reconstruction System Plan for Southeastern Wisconsin - Chapter VI - Design, Evaluation, and Consideration of Freeway System Reconstruction Alternatives, dated March 3, 2002; and

Whereas, The Study Advisory Committee met on March 21, 2002, to review the findings; and

Whereas, The Study Advisory Committee voted, with the City of Milwaukee representative and the

File #: 011729, Version: 2

State of Wisconsin Department of Natural Resources representative voting "no" and the Milwaukee County representative "abstaining", to send three alternatives forward to all towns, villages, cities, and counties in the region for their review and comment back to the Advisory Committee prior to the alternative(s) being formalized and recommended to be included in the regional transportation plan; and

Whereas, The 3 alternatives sent forth included, in all cases, the reconstruction of the freeway system with design and design related safety improvements at a base cost of \$5.5 billion with the taking of 577 acres of land, 166 residences, 23 commercial/industrial buildings and 2 governmental/institutional buildings, as well as adding additional freeway lanes to:

127 miles of the freeway system at an additional \$ 700 million (\$6.25 billion), and an additional 81 acres of land, 50 residences, 8 commercial/industrial buildings, and 1 governmental/institutional building. This alternative also requires the double decking of the freeway on I-94 between Miller Park and Hawley Road to accommodate the additional lanes.

121 miles of the freeway system (No widening on I-94 between the Zoo Interchange and the Marquette Interchange) at \$90 million less than the 127 mile widening alternative (\$6.16 billion) and 22 less acres, 18 fewer residences, 5 fewer commercial/industrial buildings (all as compared to the 127 mile widening alternative). This alternative also requires the double decking of the freeway on I-94 between Miller Park and Hawley Road to accommodate modern shoulder design standards unless design exceptions are requested and granted by the Federal Highway Administration.

108 miles of the freeway system (No widening on I-94 between the Zoo Interchange and the Marquette Interchange; no widening on I-43/94 between the Mitchell Interchange and the Marquette Interchange; no widening on I-43 between the Marquette Interchange and Silver Spring Drive) at \$260 million less than the 127 mile widening alternative (\$5.99 billion) and 46 fewer acres, 36 fewer residences, 8 fewer commercial/industrial buildings and 1 fewer governmental building (all as compared to the 127 mile widening alternative). This alternative also requires the double decking of the I-94 freeway between Miller Park and Hawley Road to accommodate modern shoulder design standards unless a design exception is requested and granted by the Federal Highway Administration; and

Whereas, Based on the presentation of the analysis it appears that none of the alternatives satisfactorily addresses the needs of the City of Milwaukee; now, therefore, be it

Resolved, By the Common Council of the City of Milwaukee, that the City of Milwaukee supports the following modified alternative for further consideration in the analysis of the reconstruction of the Southeastern Wisconsin Regional Freeway System:

The reconstruction of the freeway system with design and design related safety improvements at a base cost of \$5.5 billion with taking of 577 acres of land, 166 residences, 23 commercial/industrial buildings and 2 governmental/institutional buildings, as well as adding additional freeway lanes to 108 miles of the Freeway System (No widening on I-94 between the Zoo Interchange and the Marquette Interchange; no widening on I-43/94 between the Mitchell Interchange and the Marquette Interchange; no widening on I-43 between the Marquette Interchange and Silver Spring Drive) at an additional \$490 million over the base safety related alternative (\$5.99 billion) and 35 additional acres, 14 additional residences, no additional commercial/industrial buildings and no additional

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**File #:** 011729, **Version:** 2

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governmental buildings; and, be it

Further Resolved, That the City of Milwaukee does not support adding lanes above design related safety improvements at a cost of \$170 to \$250 million when a minimal reduction in travel time is estimated for the affected areas; and, be it

Further Resolved, Furthermore that while the City of Milwaukee generally sees the benefit from upgrading freeway facilities to current standards where it makes sense, is in good judgement and adds value to the City, it does not condone actions simply for the sake of upgrading. As such the City of Milwaukee does not support the double decking of the I-94 Freeway from Miller Park to Hawley Road simply for the purpose of meeting modern freeway shoulder design standards, due to the negative impacts such a double-decking would impose on the Story Hill Neighborhood including but not limited to noise, air quality, and aesthetics.

[Requestor](#)

[Drafter](#)  
LRB02159-3  
TWM/cac  
4/9/2002





Division of Transportation  
System Development  
Southeast Regional Office  
141 N.W. Barstow Street  
P.O. Box 798  
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May 13, 2013

Jeffery S. Polenske, P.E.  
City Engineer  
City of Milwaukee Department of Public Works  
841 N. Broadway, Room 701  
Milwaukee, WI 53202

Dear Mr. Polenske:

Thank you for submitting a letter to Dobra Payant, Deputy Project Manager, on March 1, 2013 documenting several concerns the City of Milwaukee has regarding the I-94 East-West Corridor Study, which is currently underway. In this letter WisDOT will address your concerns and explain the alternatives under consideration. As always, WisDOT is prepared to meet with you at any time to discuss your issues, and the project in general.

***Consider all modes of transportation, including mass transit***

Your letter notes that as part of the I-94 East-West Corridor Study, the City of Milwaukee wants WisDOT to "... consider all modes of transportation to assure the implementation of an efficient and balanced transportation system that is responsive to all segments of the community." You note that by implementing mass transit improvements as part of this project, there could be traffic mitigation benefits during construction of the Zoo Interchange as well as this project, and long term benefits of improving mobility and access to jobs for citizens.

As part of the I-94 East-West Corridor study, WisDOT is taking various modes of transportation (including mass transit) into consideration when developing alternatives. Section 2 of the Draft Environmental Impact Statement (DEIS) outlines the alternatives considered for this project. As a Participating Agency, the City of Milwaukee has an opportunity to review and provide comments on Section 2. A detailed response to your concerns regarding considering various modes of transportation for this project is included in Section 2 of the document. Section 2 will be sent to the study's Cooperating and Participating Agencies (including the City of Milwaukee) for review in mid-May.

Your letter also notes that a mass transit option to consider "... would be to establish an enhanced version the east/west commuter train service that was provided during the 1997-1998 east-west freeway resurfacing project when AMTRAK Hiawatha service was extended between Milwaukee and Watertown." Although we believe the service offered in 1998 proved to be underutilized, a similar transit option may be evaluated at a later point during this project.



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### ***Traffic shifting from arterials to I-94***

Your letter suggests that traffic analysis for the I-94 East-West Corridor Study should take place on a broader corridor basis to account for traffic potentially shifting from arterial roadways to the improved I-94. The traffic forecasts used for this study to determine future traffic volume and levels of service are based upon the SEWRPC traffic simulation model. This model explicitly accounts for potential changes in travel route, changes in travel distance and location, changes in travel mode, and changes in the timing of travel which may occur in response to the potential of additional capacity on I-94.

### ***Opposition to capacity expansion***

As part of the Environmental Impact Statement (EIS), WisDOT must look at a wide range of alternatives. The range of preliminary alternatives includes those that add additional lanes along I-94 while others do not.

Your letter notes that the City believes that capacity expansion on I-94 "... would result in dramatic adverse impacts to adjacent neighborhoods and/or impacts to the property tax base." The purpose of the environmental study is to analyze the impacts (environmental and cost) with the need for the project. WisDOT believes the preliminary alternatives developed for this project to date show limited direct impacts to local residences, businesses, cultural, and the environment. Feedback received to date on the subject study has led to design alternative refinements that reduce impacts. WisDOT is actively seeking stakeholder participation to identify key resource, access, and impact issues in a manner that will allow the Department to investigate solutions to minimize short- and long-term disruptions and impacts. WisDOT remains committed to working closely with the City throughout the remainder of the project planning phase, and into the design phase to avoid and minimize impacts wherever possible.

### ***Double Decking of I-94***

Your letter expresses concern over the potential of a double deck freeway between Hawley Road and Miller Park. WisDOT has developed several alternatives for the section of I-94 between Miller Park and Hawley Road, including at-grade alternatives. This section of the project includes three cemeteries adjacent to I-94, including Wood National Cemetery which is part of the Northwestern Branch National Home for Disabled Volunteer Soldiers National Historic Landmark.

WisDOT is working with the residents of the Story Hill Neighborhood to listen to and respond to their concerns regarding this study. WisDOT officials attended a Story Hill Neighborhood Association meeting on February 25, 2013, to discuss the project and double deck options. The double-deck freeway options could be constructed at elevations that range from placing the top level at an elevation similar to the existing freeway's elevation ("All Down") to placing the bottom level at an elevation similar to the existing freeway's elevation ("All Up") or a combination of the two ("Split the Difference"). Potential impacts of the options carried forward for further study, including noise levels and visual impacts, will be assessed throughout the balance of the study process. Any preferred or recommended alternative for



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this section of the project will carefully and thoughtfully balance the safety, operational, and environmental aspects and impacts associated with the same.

#### ***Potential elimination of I-94 access***

Your letter notes the City of Milwaukee has concerns regarding any alternatives that remove access points to I-94 in the study area. The study area exceeds current standards for safe and operational access.<sup>1</sup> The American Association of State Highway and Transportation Officials' (AASHTO) minimum desired spacing between interchanges in an urban setting is 1 mile. WisDOT and AASHTO guidelines call for minimum 2,000-foot spacing for ramps between system interchanges and service interchanges, and 1,600-foot spacing between service interchange ramps to provide adequate weaving distance and space for signing. I-94 was constructed prior to the development of the current design standards, thus the ramp spacing does not meet existing standards in all locations. Accordingly, WisDOT is analyzing many options regarding access.

Access to Mitchell Boulevard from I-94 will be determined by the alternative selected for the Cemetery and Stadium Interchange segments of the project. However, it is unlikely that the Mitchell Boulevard interchange would remain in its current location under most of the alternatives. A "replacement" interchange providing access to and from Miller Park, Story Hill Neighborhood, Wood National Cemetery, and the VA Medical Center is featured as part of several Stadium Interchange alternatives, shifting the current Mitchell Boulevard access point further to the east. Under any alternative, Mitchell Boulevard would still cross under or over I-94, and connect Bluemound Road with the VA and potentially the Miller Park lots.

As a participant in the technical advisory committee, community advisory committee, public information meetings, and stakeholder coordination activities, the City has experienced firsthand the challenges of maintaining access while also minimizing impacts and improving traffic operations and user safety. The conflicting desires and opinions are many. Notwithstanding the challenge of balancing all of these divergent inputs, WisDOT is committed to continuing to work with every constituent, including the City, on developing reasonable, acceptable solutions for this project.

#### ***Conclusion***

Thank you for documenting the City of Milwaukee's concerns related to the I-94 East-West Corridor Study. WisDOT truly appreciates your comments and insights. Further study of various project elements and further coordination with the City of Milwaukee and other project stakeholders will aid in the selection of alternatives moving forward.

If you would like to meet with WisDOT to further discuss your letter and WisDOT's response, please let me know at your convenience. If you have any questions or comments, please do not hesitate to contact me.

<sup>1</sup> AASHTO 2011, *A Policy on Geometric Design of Highways and Streets*, 6th Edition



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Sincerely,

A handwritten signature in cursive script that reads "Jason Lynch".

Jason Lynch, P.E.

cc:

Dewayne Johnson/WisDOT SE Region Director  
Tracey Blankenship/Federal Highway Administration, Wisconsin Division



**From:** Hatala, Carlen [<mailto:chatal@milwaukee.gov>]  
**Sent:** Wednesday, April 10, 2013 12:09 PM  
**To:** Bacher-Gresock, Bethaney (FHWA)  
**Cc:** Genell Scheurell; [mjarosz@uwm.edu](mailto:mjarosz@uwm.edu); Draeger, Jim R - WHS  
**Subject:** I-94 Expansion (70th Street to 25th Street) Milwaukee County, WI

Dear Ms. Bacher-Gresock:

The City of Milwaukee Historic Preservation Commission understands that the Federal Highway Administration (FHWA) is preparing to initiate consultation under Section 106 of the National Historic Preservation Act regarding the proposed expansion of the I-94 freeway near the VA Medical Center Grounds and Calvary Cemetery. The Historic Preservation Commission and commission staff is concerned that the proposed expansion of the freeway could potentially impact the National Soldiers Home National Historic Landmark District and the locally designated Calvary Cemetery Historic District as well as the Story Hill neighborhood, a portion of which has been found to be National Register eligible.

Please include Carlen Hatala, staff, and Matt Jarosz, chair, of the Milwaukee Historic Preservation Commission in your distribution list for public notices of any meetings, and for the circulation of any documents for comment. All correspondence should be sent to:

Carlen Hatala  
Senior Planner  
Preservation Commission  
City of Milwaukee  
Historic Preservation  
200 East Wells Street Room B-4  
Milwaukee, WI 53202  
[Carlen.hatala@milwaukee.gov](mailto:Carlen.hatala@milwaukee.gov)  
(414) 286-5722

Matt Jarosz  
Chair, Milwaukee Historic  
  
2850 North Shepard Avenue  
Milwaukee, WI 53211-3433  
[mjarosz@uwm.edu](mailto:mjarosz@uwm.edu)  
(414) 736-1615

We look forward to participating as the review and consultation process moves ahead on this project.

Sincerely,

Carlen Hatala

The City of Milwaukee is subject to Wisconsin Statutes related to public records. Unless otherwise exempted from the public records law, senders and receivers of City of Milwaukee e-mail should presume that e-mail is subject to release upon request, and is subject to state records retention requirements. See City of Milwaukee full e-mail disclaimer at [www.milwaukee.gov/email\\_disclaimer](http://www.milwaukee.gov/email_disclaimer)



Department of Public Works  
Infrastructure Services Division

Ghassan Korban  
Commissioner of Public Works

Preston Cole  
Director of Operations


Jeffrey S. Polenske  
City Engineer

May 21, 2013

Mr. Dewayne Johnson, Director  
Southeast Region  
Wisconsin Department of Transportation  
P.O. Box 798  
Waukesha, WI 53187-0798

Subject: I-94 East-West Freeway Corridor Study Suspension

Dear Mr. Johnson:

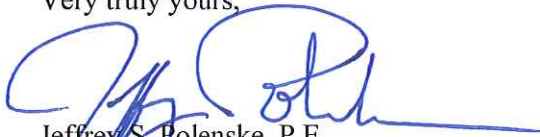
	WISDOT SE REGION	<input type="checkbox"/> PDS NORTH
		<input type="checkbox"/> PDS SOUTH
		<input type="checkbox"/> PDS SE FWY
		<input type="checkbox"/> PDS MARQ
		<input type="checkbox"/> SYS OPS
		<input type="checkbox"/> SYS PLAN
		<input type="checkbox"/> TECH SVS
RECEIVED 5/28/2013		
<input type="checkbox"/> DIR		<input type="checkbox"/> FILE
<input type="checkbox"/> OPS MGR		<input type="checkbox"/> LIBRARY
<input type="checkbox"/> DCM		<input type="checkbox"/> OTHER


In light of Judge Lynn Adelman's (Western District of Wisconsin, United States District Court) ruling that the Environmental Impact Statement (EIS) for the reconstruction and expansion of the Zoo Interchange appears to be deficient, we believe that the WisDOT should take the time to fully assess any EIS deficiencies within the Zoo Interchange project before further proceeding with the development of the EIS in the I-94 East-West Freeway Corridor.

Judge Adelman has indicated that the two plaintiffs, which contend that the Federal Highway Administration (FHWA) and the WisDOT failed to prepare an adequate EIS before proceeding with the Zoo Interchange project, are likely to succeed on the merits of their claims and that they are likely to suffer irreparable harm if a preliminary injunction is not issued. A hearing will be scheduled before Judge Adelman determines whether such an injunction is granted.

This determination should be cause for great concern and one that the WisDOT should not take lightly at a time when the I-94 East-West Freeway Corridor Study is proceeding. It is in the best interest of the State, the community stakeholders, and the public at large that WisDOT not expend additional tax dollars on the I-94 East-West Freeway alternative and environmental document until such time that the issues identified by Judge Adelman are thoroughly vetted and, if necessary, corrected. The Zoo Interchange and the I-94 East West Corridor project are closely linked and the deficiencies and potentially costly remedies should not carry over from one project to the next.

Very truly yours,

  
Jeffrey S. Polenske, P.E.  
City Engineer

  
Ghassan Korban  
Commissioner of Public Works

JSP: ns

D-60





Division of Transportation System Development  
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June 11, 2013

Jeffrey S. Polenske, P.E.  
City Engineer  
City of Milwaukee Department of Public Works  
841 North Broadway, Room 701  
Milwaukee, WI 53202

Ghassan Korban  
Commissioner of Public Works  
City of Milwaukee Department of Public Works  
841 North Broadway, Room 701  
Milwaukee, WI 53202

Dear Mr. Polenske and Mr. Korban:

Thank you for your recent letter identifying your concerns on proceeding with the I-94 East-West Freeway Environmental Impact Statement (I-94 E-W EIS) in light of the pending lawsuit against the Zoo Interchange EIS. The Department welcomes and respects the feedback from the city of Milwaukee and values our partnership.

The Department conforms to the requirements set forth by the National Environmental Policy Act (NEPA) of 1969 by studying a range of alternatives considering many different factors including: ability to meet the project's purpose and need, public feedback, sound engineering practices, cost, and striving toward a preferred alternative that minimizes impacts to the surrounding natural and built environment. This includes the local street network in the municipalities near the study corridor and the effects on stakeholders that live near and use the freeway.

The I-94 E-W EIS remains a work in progress. In the event there is a development in the Zoo Interchange case, which requires altering or changing the timing of the I-94 E-W EIS, the Department will address it at that time.

Your continued participation in the I-94 EW project will help guide the project team as they work toward a preferred alternative. If you have questions or want to schedule a meeting, kindly contact me at 262-548-5682 or [Dewayne.Johnson@dot.wi.gov](mailto:Dewayne.Johnson@dot.wi.gov).

Sincerely,

A handwritten signature in black ink, appearing to read "D. Johnson".

Dewayne J. Johnson, P.E.  
SE Region Director

cc: Jason Lynch, WisDOT Project Manager





Department of Public Works  
Infrastructure Services Division

**Ghassan Korban**  
Commissioner of Public Works

**Preston Cole**  
Director of Operations

**Jeffrey S. Polenske**  
City Engineer

July 15, 2013

Mr. Jason Lynch, P.E.  
Southeast Region  
Wisconsin Department of Transportation  
141 N.W. Barstow Street  
Waukesha, WI 53187-0798

Subject: I-94 East West Freeway Corridor Study  
Project I.D. 1060-27-00

Dear Mr. Lynch:

Thank you for your May 13, 2013 response to our letter of March 1, 2013 regarding City concerns on the ongoing I-94 East-West Corridor Study. As mentioned in your letter, we would certainly encourage consideration of a mass transit traffic mitigation option, similar but not limited to the AMTRAK Hiawatha extension to Watertown that was used in 1997-1998. As we've stated previously, we believe that there is tremendous opportunity to develop a mass transit improvement that could help relieve traffic congestion that will result from the decade long freeway reconstruction anticipated between the Zoo Interchange and the I-94 East-West Corridor. Although you indicate that the 1997-1998 Hiawatha expansion was determined by WisDOT to be underutilized, we believe that a more robust and user accommodating transit improvement combined with higher fuel cost, greater levels of traffic congestion, and significantly longer periods of construction would make a mass transit / rail transit mitigation alternative more attractive and better utilized. If done right, such a mass transit improvement could serve as a traffic mitigation measure, as well as, compliment long term freeway operations by providing improved East-West corridor travel options. In the EIS draft Section 2, Alternatives Considered, it is stated that WisDOT's role in transit is defined by state statute to fund transit operating cost at the level designated by the state budget and not to implement the regional transit strategy, however, it is also important that appropriate traffic mitigation strategies be established with multi travel options including mass transit so that impacts from freeway mega projects are minimized for all citizens affected. It also makes cost effective sense to establish such mass transit traffic mitigation strategies with a long term vision rather than just a benefit during the construction time period.

City of Milwaukee Department of Public Works (DPW) staff has further reviewed the draft Section 2, Alternatives Considered, of the East-West I-94 Corridor Study and attended the Public Information Meeting (PIM) #3. We have the following comments regarding the project alternatives being recommended for further study. DPW supports the WisDOT recommendation that the 35<sup>th</sup> Street interchange be retained in all alternatives moving forward. DPW also supports

**D-62**





having West St. Paul Avenue be continuous east of 27<sup>th</sup> Street in all alternatives carried forward. DPW supports the concept of at least some of the freeway on and off ramps having direct access to and from 27<sup>th</sup> Street and strongly recommends that any East section alternatives minimize the takings of existing businesses. We do have concerns that all East section alternatives being considered have circuitous traffic routing from eastbound I-94 to Menomonee Valley destinations. DPW supports the concept of minimizing the footprint of the stadium interchange and keeping the interchange as far as possible from the Story Hill neighborhood area. The two alternatives for the Stadium Interchange recommended to be carried forward in draft Section 2 appear to meet those objectives. DPW also supports having freeway access at Hawley Road and 68<sup>th</sup>/70<sup>th</sup> (split diamond) in all alternatives as well as allowing the Hunger Task Force facility to remain in its current location. DPW is very concerned that both modernization alternatives W1 (braided ramps) and W2 (CD roads) recommended for further study in draft Section 2 would require the displacement of some residences on the south side of I-94, although the impacts are much greater with alternative W1. DPW adamantly opposes the loss of viable neighborhood residences and businesses for the purpose of freeway expansion. DPW also has some concerns that alternative W1 (braided ramps) would not allow eastbound traffic entering the freeway at 68<sup>th</sup> Street to exit at Hawley Road and vice versa as the current freeway design allows.

As mentioned in Sections 2.3.5.3 and 2.4.3.3, DPW agrees with the FHWA and WisDOT that disturbing graves in the Cemetery area is unacceptable and to make it a priority to avoid any impacts to graves. However, the City is very concerned that draft Section 2 is only recommending that 8 lane (capacity expansion) alternatives be carried forward in the study process. DPW is also very concerned that at PIM #3, the WisDOT is only recommending that double deck designs with all up configuration at the west end of the cemetery area are being carried forward. The Milwaukee Common Council is on record as opposing capacity expansion by the construction of additional through lanes in this corridor or double decking the freeway in the cemetery area for the purpose of meeting modern freeway shoulder standards. DPW believes that for a fair evaluation of the performance and cost of alternatives, there should at least be one alternative carried forward that does not contain capacity expansion or double decking in the cemetery area. DPW would ask that such an alternative contain modern safety features that address the current safety problems with the current freeway design and have minimal or no private or commercial property takings. This request comes out of the fact that there are large cost differences (upwards of \$160 million) between the alternatives that were presented at the PIM #3. Doing a more complete analysis of a lower cost alternative that does not involve capacity expansion and double decking would allow a more fair analysis of the added costs versus the freeway traffic performance between all the alternatives carried forward.

As we have noted previously, while the project team is attempting to develop an alternative that achieves a Level of Service D for the performance of the freeway facility in the design year we are concerned with the potential adverse impacts to City surface streets within the entire travel corridor. The freeway facility currently experiences congested operation for a period beyond a single peak hour, which points to the need for a multi-time period analysis to fully quantify and assess the effects of the freeway improvement alternatives being considered. Further, if freeway



capacity is expanded, a shift in demand will likely occur between all facilities serving the entire travel corridor until some point of equilibrium in travel times and levels of congestion is achieved on a corridor-wide basis. As demand increases through the design year, and demand shifts due to changes in freeway capacity within the corridor, we are concerned that actual unconstrained demand will reach levels beyond what is being projected. As such, the level of service achievable will be affected by the shift in demand, and the targeted service measure is unlikely to be attained without physical control of freeway demand. This in turn will affect the performance of other facilities within this corridor, including areas supporting freeway access. As stated in the past, to fully evaluate the alternatives proposed, all impacts must be defined for the operational and other impacts on the entire travel corridor as a whole.

With the conditions noted above, as well as the characteristics of both existing and design year transportation system demand, we do not feel it appropriate to limit the assessment of performance to the single service measure for the freeway system alone as identified in the Purpose and Needs Statement to fully assess and compare the alternatives being analyzed. Of greater concern, utilizing Level of Service D as the single metric for evaluating freeway facility performance does result in a predisposition of the findings of this study toward significant capacity expansion on the freeway.

In addition to the analysis of Level of Service as a metric to quantify system operating characteristics, we believe it is imperative that a multi-time period analysis be performed to fully quantify the extent and duration of time to which oversaturated conditions and congested operation will occur, both under existing conditions and under the full range of alternatives being considered. Additionally, the analytical tools used for projections of traffic demand and their assignment to the roadway system must be fully capable of accounting for the shift in demand between the full range of systems for all travel modes due to any changes in freeway system capacity, as well as any shifts in travel demand over different time periods resulting from improvements proposed under all alternatives evaluated.

For purposes of clarification, please advise us if the trip generation, assignment and other simulation models proposed for use in this analysis can explicitly evaluate traffic conditions on a peak hour basis only or will consider the full duration of congested conditions through the design year to ensure that an acceptable level of analysis can be achieved.

While the elements of the assessment of system performance are necessary to fully address operating characteristics under design conditions, what is critical to the comparison of alternatives being evaluated to fully quantify the impacts of the various alternatives is an assessment of travel time reliability, both for the freeway system being analyzed as well as the travel corridor as a whole. An assessment of travel time reliability will provide an indicator of how each of the alternatives evaluated will provide a consistency or dependability in travel times for travelers, as measured from day to day or across different times of the day.



Mr. Jason Lynch, WisDOT  
July 15, 2013  
Page 4

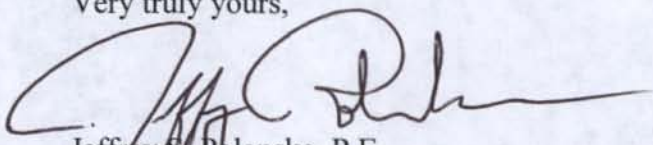
The reliability analysis will also provide an assessment of the impacts of the critical factors affecting travel within the system, including the impacts of variation in travel demand, the impact of safety improvements to reduce incidents, and other impacts of both recurring and non-recurring conditions affecting driver expectations within the corridor. As a minimum, we request that the planning time index be provided for each alternative considered, and other reliability metrics can also be provided to present a more complete description of system performance under each scenario considered. The use of reliability in evaluating the performance of each alternative can also be expected to minimize some of the bias built into the evaluation based solely on an arbitrary and potentially unachievable Level of Service target.

In summary, we request that the alternatives currently being evaluated by Level of Service also be analyzed by the extent and duration of congested traffic operation and by travel time reliability for both the freeway system and other transportation facilities within the entire travel corridor. The analysis of travel time reliability should allow comparison of alternatives with less bias toward significant capacity expansion.

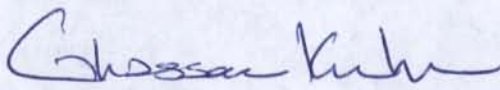
Additionally, it will allow a reasonable comparison of the performance of each alternative with the No Build alternative, and an alternative which includes only multi-modal and safety improvements and other transportation demand and system management alternatives which can be expected to improve travel time reliability in and of themselves. We therefore reiterate our request to fully evaluate a lower cost alternative or alternatives.

We again thank you for the opportunity to provide input to you in the evaluation of alternatives for the improvement of travel within this corridor, and look forward to our continued partnership in ensuring the development of appropriate transportation system improvements that meet the needs of all stakeholders in this corridor. If you should have any questions concerning this matter, please do not hesitate to contact us.

Very truly yours,



Jeffrey S. Polenske, P.E.  
City Engineer



Ghassan Korban  
Commissioner of Public Works

RWB: ns

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**From:** Polenske, Jeffrey S. [<mailto:jpolen@milwaukee.gov>]  
**Sent:** Thursday, August 29, 2013 4:32 PM  
**To:** Johnson, Dewayne - DOT  
**Cc:** Wallace, Brett - DOT; Smith, Nichole; Blankenship, Tracey; [Kirk.Fredrichs@dot.gov](mailto:Kirk.Fredrichs@dot.gov); Korban, Ghassan  
**Subject:** RE: New date....RE: I-94 E/W Corridor Follow-up Mtg. w/ Jeff Polenske

Dewayne,

Just wanted to make sure you saw my response to your Aug. 20<sup>th</sup> e-mail (below). We have held the two meetings that I referred to below and are working towards a clearer written explanation of our original request dated July 15, 2013. I am providing some of that with this e-mail but we will need a little more time to formulate the written explanation or our request on the traffic analysis side.

On the transit side of things, we would like WisDOT to guide the development of a mass transit improvement that would be implemented as a transportation mitigation measure during the combined construction period of the Zoo Interchange & the I94 East West Freeway work and serve as a long term transportation improvement that would complement the future freeway improvements within the east west corridor. A good starting point would be to consider implementing the Bus Rapid Transit component of the Regional Transportation Plan between Waukesha and Downtown Milwaukee and between Menomonee Falls / Milwaukee's Northwest Side and Downtown Milwaukee. I have met with both Ken Yunker from SEWRPC and Brian Dranzik from Milwaukee County and we feel that it would be helpful for WisDOT to set up a sub project group that would include the City, County, SEWRPC, & WisDOT and could focus on the details of this request and how to best proceed.

As discussed in the past, we would also like WisDOT to continue to further develop an alternative that does not include capacity expansion so that a clear comparison of costs, impacts and benefits can be considered with the latest alternative that has the added lane of traffic in each direction. Finally, as a part of the at grade/with capacity expansion alternative within the Cemetery area we would like WisDOT to further consider options to maintain access at Hawley Rd.



If you have any questions or concerns please let me know. We will do our best to get the remainder of our request to you by the end of next week.

Thanks,  
Jeffrey S. Polenske  
City Engineer  
City of Milwaukee



Department of Public Works  
Infrastructure Services Division

**Ghassan Korban**  
Commissioner of Public Works

**Preston Cole**  
Director of Operations

**Jeffrey S. Polenske**  
City Engineer

September 25, 2013

Mr. Dewayne Johnson, Director  
Wisconsin Department of Transportation  
Southeastern Wisconsin District  
P.O. Box 798  
Waukesha, WI 53187-0798

Subject: Project I.D. 2060-27-00  
I-94 East-West Freeway Corridor Study

Dear Mr. Johnson:

Per your request at our August 9, 2013 meeting concerning the development and evaluation of alternatives for the IH-94 East-West Freeway Corridor, we are providing this supplemental information to you relative to our concerns regarding the development and evaluation of various alternatives for future improvements in this freeway corridor.

Two alternatives currently are being advanced by the Wisconsin Department of Transportation (WISDOT) in this stage of the freeway alternatives analyses, both of which include the widening of the freeway to four continuous through travel lanes within the study area. During our prior discussion, it was also indicated that intermediate options not involving Freeway widening were analyzed and dismissed from further consideration, based primarily on Level of Service (LOS) criteria chosen by WISDOT and included in the Study Purpose and Needs statement. These intermediate recommendations lead us to question the applicability, as well as the effectiveness, of the analytical procedures used to determine the recommended alternatives, and particularly the factors used in evaluating system performance during the conduct of this analysis.

As noted in our July 15, 2013 letter to Mr. Jason Lynch of your staff, one of our primary concerns is that the use of LOS, and particularly the use of LOS D as identified by WISDOT in the Purpose and Needs Statement, would bias the study toward freeway widening in and of itself. By its definition, this would also dismiss any other options for other less obtrusive freeway system improvements that could also result in significant corridor travel time and operational improvements.

Because of current operating conditions on the freeway and the east-west travel corridor as a whole, a series of general concerns about study travel demand projections and the use of LOS as a primary metric for evaluation of system performance and operation were noted in our July 15<sup>th</sup> letter.





To further clarify previous remarks relative to travel demand projections, while a growth factor was applied as an estimator of increasing demand to determine design hourly volume, this value will produce projected conditions for one single fixed point in time. However, since the freeway currently experiences congested condition for an extended peak period, traffic entering the subject freeway segment and the potential for growth may be constrained by conditions both entering and exiting the freeway segment under various analysis scenarios. Also, since congested conditions exist on surface street facilities which parallel the freeway corridor, not only is it highly likely that a demand shift can be expected to occur from what currently is an extended peak period of operation, demand is likely to shift to the freeway from parallel facilities as a result of freeway expansion. In this event, traffic demand may exceed the projected design hourly volume used for the purpose of freeway corridor design as a result of this shift in demand, leaving the design LOS either unachievable or unsustainable. Additionally, the accuracy of these projections will affect the design of other parallel surface facilities which will be used to support freeway access. We therefore request a detailed analysis accounting for these factors be provided to fully support the development and evaluation of any freeway improvement alternatives, and to ensure that projected demand and operating conditions are adequately addressed in study documents.

As noted above, the use of LOS D as the principle metric used to define acceptability of an alternative will likely limit the alternatives being advanced to those which include freeway widening, as necessary to satisfy the LOS criteria being established for this project. However, Level of Service Analysis alone does not lend itself to the assessment of improvements which may dramatically improve system performance when projected conditions may exceed LOS E. As a result, system wide improvements in operation and travel time which can be achieved through active transportation and demand management strategies, as well as options which address non-recurring congestion (i.e. seasonal changes in demand, maintenance activity, crashes, vehicle breakdowns and other incidents) cannot be effectively assessed and compared to illustrate relative potential benefit of these less intrusive options, and need to be analyzed using different performance metrics. To adequately address these factors, we recommended the analysis of freeway system performance through reliability analysis in our July 15<sup>th</sup> letter.

While the fully developed freeway option including freeway widening may produce the greatest improvement in system reliability, we believe it is important for the integrity of the study to provide a comparison of the various intermediate options to freeway widening. While we do not suggest the development of further freeway options, we do ask that an assessment of freeway reliability for the various intermediate system improvement scenarios without freeway widening be provided. As a minimum, this should include an assessment of changes in system reliability anticipated due to implementation of Active Transportation and Demand Management Strategies, Freeway Modernization Options, Traffic Safety Improvements, and combinations of each of these elements. These freeway corridor treatments should each provide significant performance improvements in terms of reducing non-recurrent congestion and improving overall freeway system reliability. From this analysis, the relative improvements in system performance



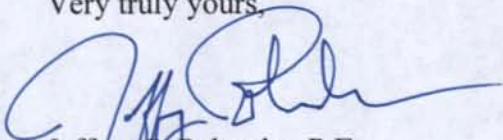
Mr. Dewayne Johnson  
September 25, 2013  
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and their associated costs can be established and from this data the most effective option in terms of system performance, cost and community impact can be identified. We would hope that the most effective improvement option without freeway widening can be carried forward into further stages of this study.

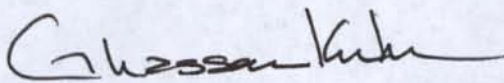
Finally and as we have communicated in previous correspondences, we would like WISDOT to guide the development and implementation of a mass transit improvement that would provide a legitimate transportation choice during the combined construction period of the Zoo Interchange & the I94 East West Freeway projects. With approximately a decade or more of highway construction expected within the I94 East West corridor, an express or rapid transit improvement will be critical to accommodate the travel needs and employment access within and through this corridor. Adjacent local streets are already being improved to help mitigate impacts from traffic diversion during the Zoo interchange. While these improvements will provide some benefit during construction, the local street system does have its limitations and cannot be expected to accommodate the current auto-centric travel patterns within the subject corridor without having great impact to adjacent neighborhoods. There needs to be a significant effort to shift a greater proportion of the traveling public to mass transit options thus maximizing the local street's capacity to move people and not just cars. A good starting point would be to consider implementing the Bus Rapid Transit / Express Transit component of the Regional Transportation Plan between Waukesha and Downtown Milwaukee and between Menomonee Falls / Milwaukee's Northwest Side and Downtown Milwaukee. As a part of this transit development effort we believe WISDOT should establish an advisory group that would in part include representation from the City, County, SEWRPC, & WISDOT.

We hope this information will help to clarify the comments concerning the East West Freeway Corridor Study transmitted to you in our letter of July 15, 2013. If you need any further information or would like to discuss this further, please do not hesitate to contact us.

Very truly yours,



Jeffrey S. Polenske, P.E.  
City Engineer



Ghassan Korban  
Commissioner of Public Works

RWB: ns





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October 24, 2013

Jeffrey Polenske  
City Engineer  
City of Milwaukee  
Department of Public Works  
841 North Broadway, Room 701  
Milwaukee, WI 53202-3667

Ghassan Korban  
Commissioner of Public Works  
City of Milwaukee  
Municipal Building, Room 501  
841 North Broadway  
Milwaukee, WI 53202

Dear Mssrs. *Jeff* Polenske and *Ghassan* Korban:

Thank you for your September 25, 2013 e-mail draft letter and the letter received September 30, 2013 concerning the I-94 Study. This is all in addition to a July 15, 2013 letter from you to our Project Manager Jason Lynch, and subsequent e-mails with me, Jason Lynch, and others. We are treating your September 25, 2013 letter as superseding the July 15 letter and other communications.

We look forward to following up on our discussion with Federal Highways Administration (FHWA) of August 9, 2013. In developing this response we did confer with FHWA on drafts to get their counsel / input on the study approach and those requests and concerns shared in your letter.

The process utilized for the study has and continues to follow the requirements of National Environmental Policy Act (NEPA). Public involvement is a critical component of the NEPA project development process, and as part of this process, we will continue to involve Milwaukee, other governing bodies, and all stakeholders and seek their input into the process and steps of the study. Key components of this process has been forming a Technical Advisory Group, a Community Advisory Group, a Elected Officials Advisory group, and many individual, business, agency, and public information meetings. Milwaukee has been invited, and has attended these forums.

The Department remains committed to the principles and requirements of the NEPA process to ensure that a reasonably full-range of viable corridor improvement alternatives are under consideration at the appropriate stages of the study.

A primary requirement of the study is to follow the process and not conduct the study with pre-determined outcome. As part of the process, we have made substantial adjustments to required Interstate standards that address future traffic. These adjustments were made in consultation with FHWA and local communities reflecting the desire that freeway design and operation may allow a more congested condition (LOS D vs. C; 200th highest design hour vs. 30th highest design hour) during the design life of the project. These adjustments also assist in the efforts to address environmentally sensitive and geometrically constrained areas along the corridor.

Traffic volume projections have been developed in consultation with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and the SEWRPC Regional Transportation Plan. The city of Milwaukee is a member of SEWRPC Advisory Committees on Regional Land Use and Transportation planning and has significant active involvement and representation in Commission work and recommendations. The studies Purpose and Need, and Alternative identification is consistent with the SEWRPC planning work completed.

While the design year is 20 years beyond a potential construction date, this project and other freeway projects involve significant investment by the taxpayers. As such, it is important we consider the needs in

the 20 year time period, however; also give consideration to having the system in-place for many decades beyond.

As we have discussed previously, we are not opposed to exploring all reasonable and appropriate analytics and will continue to do so.

Regarding your request for a study of the freeway and parallel routes, looking at route shift, and reliability analysis: this request is well beyond the scope of study we have already agreed to and that required by NEPA. The work done to date, we trust, provides you with all necessary information regarding the study alternatives analysis and selection / de-selection. That said, we are happy to continue to open our files to share work done on the project.

When we discussed a reliability analysis at our last meeting, FHWA indicated that the use of travel time reliability measures have been used more for planning and data reporting purposes. The FHWA Wisconsin Division is not aware of any final determinations on how travel time reliability can be used to define level of service and provide an alternate means for addressing future traffic on specific projects.

The Department is also welcoming of the City's renewed interest in Active Traffic and Demand Management Strategies (ATDM) within the extended East-West Corridor. Over the past two decades, the Department and the City have collaboratively led regional conceptual development and planning for operationally integrated corridors. We have consistently included traffic management and communications technologies and infrastructure in our freeway system rehabilitation and reconstruction projects. In fact, the Zoo Interchange's Integrated Corridor Management System incorporates modernized traffic responsive and adaptive traffic signal systems as a central traffic management capability.

We are pleased to hear that Milwaukee is ready to evolve efforts in ATDM as major parallel street routes follow the State Highway System, but are owned, operated, and maintained by Milwaukee as Connecting Highways. All ADTM strategies require the openness and support for consideration by Milwaukee, as well as, some other local communities. We see a need along this corridor and elsewhere in regionally modeling inter-jurisdictional traffic operations ensuring optimal corridor performance along state route connecting highway segments for all modes of transportation, including transit. The city of Milwaukee's leadership on ATDM can help advance this cause.

As discussed on our August 9, 2013 meeting, while certain activity occurs at the Department, ongoing planning and operation of transit is a local responsibility. More specifically, while the State Transportation budget does afford funding for transit, the Milwaukee urbanized area receives its transit funding directly from the federal government. The Department is not involved in this process and does not determine what dollars go to the Milwaukee area from Federal Transit Authority (FTA) for transit. The transit system in Milwaukee is developed, managed, and operated by Milwaukee County.

Note that the current SEWRPC plan clearly identifies bus rapid transit over the freeway as a primary component of the necessary transit services required in this area. While the Department itself cannot plan, establish, operate or fund such a service, it can ensure, via its responsibilities under the highway portion of the transportation plan, sufficient capacity on its highways to make such a service viable. The Department encourages those responsible for this component of the transportation plan to move forward on implementing the same.

One component of major construction projects is the identification and, funding of some traffic congestion mitigation efforts. For freeway work this has historically included some provision for expanded transit service. Actual commitments for this point are delineated during the final design segment of a project. The timing of this activity is directly related to identification of specific circumstances requiring such

Mssrs. Polenske and Korban  
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mitigation. We are currently in the determination phase of the project so decisions on specific transit mitigation efforts are not appropriate at this time and would be identified and finalized at a later point in the project. As in the past, this type of provision will be discussed in the Environmental Impact Study (EIS).

In addition, we and FHWA have stated that it is inconsistent with the NEPA process to make traffic mitigation commitments for potential future projects. Aside from preliminary identification of potential traffic impacts and limited potential responses to the same as part of the environmental process, currently we are only able to provide specific mitigation for the Zoo Interchange project.

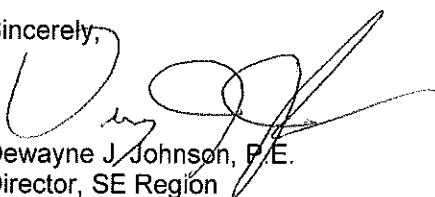
We do think a Transit Advisory group as you mention would be a good idea. We would be happy to participate in such a group, but see the responsibility for leading such an effort as within the purview of Milwaukee, Milwaukee County, and possibly Waukesha County, Waukesha, and Menomonee Falls. I suggest one of several of these groups as they coincide with the routes you have identified in your letter and our discussions.

Let me re-state that we continue to evaluate alternatives for the I-94 project and have not made a decision regarding a preferred or recommended alternative for the study. We can tell you that consistent with the NEPA process, the outcome will be consistent with the project Purpose and Need. You have been part of and will continue to be part of this process. As appropriate during the NEPA process and specifically to the alternatives analysis for this project we have determined that the No Build alternative does not address Purpose and Need and accordingly have eliminated it from consideration.

The identification of a recommended or preferred alternative will continue to involve Milwaukee and all of the other stakeholders and participants.

We look forward to further discussion face-to-face on Monday, October 28, 2013 and throughout the remainder of the study.

Sincerely,



Dewayne J. Johnson, P.E.  
Director, SE Region

cc: George Poirier, FHWA



Office of the City Clerk

**Jim Owczarski**  
City Clerk

**Rebecca N. Grill**  
Deputy City Clerk

May 22, 2014

Bethany Bacher-Gresock  
FHWA, 525 Junction Road, Suite 8000  
Madison, WI 53717

Dear Ms. Bacher-Gresock:

The Milwaukee Historic Preservation Commission has long been aware of the importance of the historic buildings at the Milwaukee Soldiers Home, part of the Clement J. Zablocki VA Medical Campus. They have been one of Milwaukee's "best kept secrets." The cemetery and grounds are a vital part of this complex and important for the restorative care of veterans. The Historic Preservation Commission and the Milwaukee community are proud that the campus has been listed as a National Historic Landmark.

The Milwaukee Historic Preservation Commission also is proud that the Story Hill Neighborhood has been found to be eligible for National Register status. This collection of fine homes, built in the early 20<sup>th</sup> century, exhibits outstanding examples of the Arts and Crafts, Tudor, Colonial Revival and Story Book styles. The winding streets and careful placement of houses had led to a neighborhood that has retained its value and character over the decades.

Calvary cemetery is likewise found to be National Register eligible. In addition, Calvary is a locally designated historic district, achieving this status in 1987. The Historic Preservation Commission has overseen the steady restoration of the prominent chapel on the grounds and has taken seriously its charge to protect the qualities that have made Calvary so significant.

The Milwaukee Historic Preservation Commission is in disagreement with your findings of "No Adverse Effects" for Calvary Cemetery and Story Hill #2 and #3 as shown in *the FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16<sup>th</sup> Street to 70<sup>th</sup> Street, Milwaukee, Wisconsin (Project ID 1060-27-00)*. Both visual impacts as well as noise impacts will have an adverse effect for both Story Hill and Calvary Cemetery.

The All-Up option as well as the Partially-Down option will create a visual barrier that no amount of ornamentation, art or greenery can disguise or mitigate. Residents in Story Hill will be confronted with a large concrete wall atop which will be cars and trucks. The views to Veterans Cemetery and views to the east will be forever lost. Likewise, there is currently a visual and historic connection between Calvary Cemetery and the Veterans Cemetery. That is significant due to the substantial plot in Calvary for the burial of Catholic veterans. This area was deeded to the VA in the 1870s and has gravestones that match those of the VA. When standing in Calvary one can see clearly across the freeway, which is at a lower elevation here, and there is a unity and continuity in the viewshed. Due to Calvary's topography this continuity is more apparent, not less, the further north you go in the cemetery. A large concrete freeway will block those views and connectivity.

There has already been a finding that the noise from the elevated freeway would increase both for Story Hill and for Calvary. The Historic Preservation Commission disagrees with the conclusion that the increase will

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be negligible. Residents in Story Hill, including those near Wisconsin Avenue, can hear the cars and especially trucks all day long and any increase in noise will be perceptible and make the neighborhood a less desirable place to live. There is already concern among residents about the long term viability of home ownership in the neighborhood due to the proposed expansion of the freeway and property assessments are showing a decline not matched in other adjacent neighborhoods with similar housing. Both Calvary Cemetery and the Veterans cemetery are places of contemplation and reflection. Individuals can talk to one another at gravesites and not be drowned out by the constant noise of the freeway. Any increase in the noise levels will be perceptible and take away the special character of the grounds.

The Milwaukee Historic Preservation Commission understands the needs to improve the drivability and safety of I-94 in this portion of the city. But the improvements can be done more cost effectively and without the adverse effect to the adjacent historic properties that would result from the All-Up or the Partially-Up options.

Sincerely,

A handwritten signature in black ink, appearing to read "Ann Pieper Eisenbrown". The signature is fluid and cursive, with the first name "Ann" being the most prominent.

Ann Pieper Eisenbrown  
Chair, Milwaukee Historic Preservation Commission

CC: Dobrogniewa (Dobra) S. Payant P. E.

**From:** Peter Daniels [<mailto:pdaniels@westalliswi.gov>]  
**Sent:** Monday, July 02, 2012 4:05 PM  
**To:** Lynch, Jason - DOT  
**Subject:** I-94 East-West Corridor Study

The City of West Allis would like to accept the invitation to become a participating agency in the environmental aspects of the I-94 East-West Corridor Study. We will have someone in attendance at the July 17 meeting. Thanks.

**Peter C. Daniels, P.E.**  
Principal Engineer  
City of West Allis Engineering Department  
7525 W. Greenfield Avenue  
West Allis, WI 53214  
Phone: (414) 302-8374  
Fax: (414) 302-8366  
email: [pdaniels@westalliswi.gov](mailto:pdaniels@westalliswi.gov)



Wisconsin Department of Transportation  
I-94 East-West Freeway Corridor Study  
Milwaukee County  
**August 21, 2012**

Name Mayor Dan Devine

Address 7525 W Greenfield Ave

West Allis, WI 53214

Email ddevine@westalliswi.gov

Comment:

As Mayor of the City of West Allis, I  
am concerned with the potential closure  
of Freeway ramps that impact access to  
our employment corridors. We have thousands  
of jobs and businesses that need that access  
Closure may also inhibit our ability to  
further redevelop these corridors

Thank You.

Please leave your comments here tonight or mail them to Jason Lynch, WisDOT, SE Transportation Region, PO Box 798, Waukesha, WI 53187-0798



**MAYOR'S OFFICE**

Dan Devine  
Mayor

414/302-8290  
414/302-8207 (Fax)

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7525 West Greenfield Avenue  
West Allis, Wisconsin 53214

ddevine@westalliswi.gov  
www.westalliswi.gov

January 14, 2013

Mr. Jason Lynch, P.E.  
WisDOT, SE Transportation Region  
P.O. Box 798  
Waukesha, WI 53187-0798

Re: Comments on the alternatives presented for the I-94 East-West Freeway Corridor Study on  
December 5 and 6, 2012

Dear Mr. Lynch:

The City of West Allis would like to offer the following comments on the alternatives presented for the I-94 East-West Freeway Corridor Study. The City is concerned about the loss of capacity with the closure of four existing freeway ramps and the implications this action will have on environmental justice for our residents and businesses. And while the Braided Ramps Alternative comes the closest to restoring the capacity currently available for motorists accessing locations in the City of West Allis (since it provides direct access to the Eastbound and Westbound mainline freeway at both 68<sup>th</sup> Street/70<sup>th</sup> Street and Hawley Road); the City is not in support of the double decker freeway configuration used in this alternative.

**Closure of South 68<sup>th</sup> Street and Hawley Road Ramps**

We realize that WisDOT prefers to use the word "consolidation" in regards to the potential closures of the:

- 1.) 68<sup>th</sup> Street Eastbound On Ramp (7,900 vehicles per day),
- 2.) 68<sup>th</sup> Street Westbound Off Ramp (6,800 vehicles per day),
- 3.) Hawley Road Westbound On Ramp (5,400 vehicles per day),
- 4.) Hawley Road Eastbound Off Ramp (4,100 vehicles per day),

And while access will still be provided to 70<sup>th</sup> Street, 68<sup>th</sup> Street and 60<sup>th</sup> Street through the use of frontage roads or collector/distributor roads, the existing capacity provided by the eight (8) existing on and off ramps will be cut in half under three of the proposed alternatives (excluding the Braided Ramps Alternative). Whereas there were formerly four on ramps Eastbound and Westbound between 70<sup>th</sup> Street and 60<sup>th</sup> Street providing a theoretical capacity of 6,400 vehicles per hour, there will only be two on ramps in the future providing a theoretical capacity of 3,200 vehicles per hour. Likewise where there were formerly four off ramps between 70<sup>th</sup> Street and 60<sup>th</sup> Street, there will only be two off ramps in the future.



According to traffic counts currently available on I-94, there is a substantial volume of vehicles that would be funneled onto the one remaining on-ramp in each direction and the one remaining off-ramp in each direction:

1. 70<sup>th</sup> Street Westbound On Ramp ( $5,400 + 5,500 = 10,900$  vehicles per day)
2. 70<sup>th</sup> Street Eastbound Off Ramp ( $5,100 + 4,100 = 9,200$  vehicles per day)
3. Hawley Road Eastbound On Ramp ( $4,500 + 7,900 = 12,400$  vehicles per day)
4. Hawley Road Westbound Off Ramp ( $6,800 + 3,100 = 9,900$  vehicles per day)

The volumes expected on the Hawley Road Eastbound On Ramp would be higher than almost anywhere else on I-94 with the exception of the congested on ramps at CTH F and Moorland Road (CTH O) in Waukesha County which currently carry 13,500 to 13,800 vehicles per day. So the City has valid concerns that the closure of these ramps will lead to significant delays for our residents and business owners on the remaining consolidated ramps.

In addition, it appears that under most alternatives being evaluated for the Stadium Interchange, motorists would need to exit the mainline freeway somewhere within the Stadium Interchange itself. In other words motorists trying to reach 70<sup>th</sup> Street from the east would need to make a decision to exit the mainline freeway up to 1.8 miles east of 70<sup>th</sup> Street in the vicinity of 41<sup>st</sup> Street. Likewise, motorists attempting to access the Eastbound freeway mainline would be routed through an underground tunnel for up to 1.8 miles before seeing daylight and merging onto the mainline freeway itself. This will be confusing for motorists who are not expecting such an early decision point. The City understands that there are multiple cemeteries constricting the freeway in this vicinity. But we would ask that consideration be given instead to relocating some of the graves with appropriate dignity, as was done to make way for the existing freeway in the 1960's. We would hope that a double decker freeway could be avoided if the graves were relocated.

### **Environmental Justice**

These ramp closures and the continuation of ramp metering at the remaining ramps also needs to be addressed in light of the substantial number of low income neighborhoods and minority populations living in this area of West Allis. The east half of the City has a minority race population of 6,755 persons which represents 23% of the total population. In addition there are 4,976 households earning low to moderate income which represents 40% of the total households in this area. In fact the two census tracts closest to the I-94 ramps in question have a minority population of 43% with 20% of families living below poverty levels.

Of particular concern is the potential for a distribution of benefits to suburban groups at the expense of urban dwellers in West Allis. The closure of these four ramps and the ramp metering already instituted at the remaining ramps will be advantageous for longer trips on the freeway system (at the expense of the shorter trips). Residents in West Allis who live closer to Milwaukee will be subject to the delays from the ramp closures, signalized frontage roads and ramp metering, and will not receive immediate access to the freeway. While suburban commuters who live outside of the metered zone will receive all of the benefits without any of the ramp delays.

The City is requesting an analysis of how these proposed ramp closures will affect the City's minority and low income populations so as to avoid disproportionately high and adverse impacts to these groups. The City is also questioning whether the affected low income and minority populations were given a fair opportunity to provide input into the public process since many have complained to us that they were not notified. The public involvement activities may need to be adapted in our community to encourage more

local participation and increase attendance through hand delivered notices and a closer venue for the meeting.

**Future Development and Job Creation**

The City also still has plans for additional development at the former Allis Chalmers factory site (Summit Place Redevelopment) which has experienced a significant amount of new development already. The Traffic Impact Analysis recently prepared for this site expected an additional 2,825 employees and 185,000 square feet of new retail space in the next few years. This is expected to generate an additional 15,780 new daily trips to the site in coming years with 1,050 new vehicles arriving in the am peak hour and 1,200 new vehicles exiting in the pm peak hour. These 15,780 new trips on top of the projected congestion from 9,200 to 12,400 vehicles per day using each of the remaining consolidated ramps will certainly cause delays at these proposed ramps. The close proximity of freeway access is obviously one of the key selling points to prospective employers and the City appears in danger of losing this selling point.

The City can be expected to offer other comments and concerns as this project continues through design and construction. Thank you for your consideration of our comments and for taking the opportunity to discuss the I-94 East-West Freeway Corridor Study with us.

Sincerely,



Dan Devine,  
Mayor





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February 28, 2013

Mayor Dan Devine  
City of West Allis  
7525 Greenfield Avenue  
West Allis, WI 53214

Subject: I-94 East-West Corridor Study

I.D. 1060-27-00

Dear Mayor Devine

WisDOT has received your January 14, 2013 letter, documenting several concerns the City of West Allis has regarding the I-94 east-west corridor study which is currently underway. WisDOT would like to better understand the City's concerns, and more adequately explain the options under consideration. As such, WisDOT requests a meeting with you and your public works staff to discuss these issues. In anticipation of that meeting, WisDOT offers the following information.

#### **Closure of 68<sup>th</sup> Street and Hawley Road Ramps**

Your letter notes the City of West Allis's concern with collector-distributor (C-D) roads and frontage roads. As a reference point, there are several freeway C-D roads in the Milwaukee area that operate efficiently and safely including I-94 from College Avenue to Layton Avenue, I-94 from Barker Road to Highway 18 and I-43/94 from Lincoln Avenue to Greenfield Avenue. The C-D road option relieves unsafe weaving issues on the freeway, improving the overall safety and performance of the freeway, especially as traffic volumes increase. C-D roads do not cause significant delay to accessing the freeway; they increase the level of service on the freeway and improve safety for those entering and exiting the freeway as well as those already on the freeway.

Frontage roads are already adjacent to I-94 between 84<sup>th</sup> Street and 68<sup>th</sup> Street. Today, they have a lower level of service than a C-D road or braided ramps. This is an issue WisDOT is evaluating.

Your letter indicates combining the 68<sup>th</sup>/70<sup>th</sup> Street entrance ramps with the Hawley Road entrance ramps could result in a daily volume between 9,200 and 12,400 vehicles at one entrance ramp. Using a conservatively high assumption that 10 percent of the daily traffic volume occurs in the peak hour, peak hour volumes of between 920 and 1,240 vehicles would occur. WisDOT and national freeway design standards indicate that 1,600 vehicles per hour can enter a freeway from a metered entrance ramp and is an acceptable, safe level of traffic. As such, the combined volumes are within the capacity of a freeway entrance ramp.

The options presented at the Public Information Meetings on December 5 and 6, 2012 did include a double-level freeway in a roughly 3,000-foot segment between the cemeteries. Nothing WisDOT presented at the August and December public information meetings or at the Technical Advisory



Committee meetings, which West Allis City Engineer Pete Daniels attended, suggested WisDOT was considering a 1.8-mile-long tunnel that was referenced in your letter.

WisDOT is attempting to avoid grave locations for many reasons including Wood National Cemetery's status as a National Historic Landmark. We can discuss this issue in more detail at a follow-up meeting.

### **Environmental Justice**

WisDOT is unable to replicate the demographic data you cite in your letter. The two West Allis census tracts closest to Hawley Road and 68<sup>th</sup>/70<sup>th</sup> Streets (tracts 1001 and 1002, bounded by the Hank Aaron State Trail, Burnham Street, 56<sup>th</sup> and 70<sup>th</sup> Streets) have a minority percentage of 25.8 percent and 26.1 percent according to the 2011 American Community Survey. The 2010 Census has similar figures to the American Community Survey. Those are the two highest minority census tracts in the City of West Allis. Please help us understand how you derived the data you cite in your letter.

WisDOT's environmental justice analysis will thoroughly assess whether consolidating freeway access, if it occurs, would require any related action by WisDOT regarding any environmental justice issues. The analysis will comply with Executive Order 12898, Federal Actions to Address Environmental Justice in Minority and Low-Income Populations and Federal Highway Administration policies and guidance.

Your letter indicates particular concern over the potential for suburban groups to benefit at the expense of West Allis residents. Ramp metering has been in place on I-94 ramps in Milwaukee County for many years. Ramp metering is also in place on I-94 ramps in Waukesha County on each ramp out to, and including, the County T interchange with I-94 on the west side of Waukesha. Although the perception may be that the freeway is mostly used by commuters traveling to/from Waukesha County and downtown Milwaukee, current WisDOT data indicates that the majority of I-94 trips in the study area either begin or end their trip between the 68<sup>th</sup>/70<sup>th</sup> Street interchange and the 25<sup>th</sup>/26<sup>th</sup> Street interchange. Only 39 percent of trips travel completely through the study area (70<sup>th</sup> Street to 25<sup>th</sup> Street) without entering or exiting I-94.

Your letter suggests that "many" low-income and minority residents were not given a "fair opportunity to provide input into the public process." WisDOT would like more information regarding the lack of access. It would be helpful if the City of West Allis would provide information regarding this issue such as whether the comments were from a specific area or neighborhood, and how you assessed whether they were low income or minority. This will assist WisDOT in determining next steps if indeed there is an issue. We can discuss this further at a follow-up meeting.

Your letter also suggests adapting our public involvement program to encourage more local participation. WisDOT is *always* looking for ways to encourage more local participation in its studies and would be happy to discuss this issue with you further. As you are aware, public information meetings for this study were held at the Tommy Thompson Youth Center on the State Fair Grounds, and Adler School just off Hawley Road. WisDOT believes both of these locations to be accessible for City of West Allis residents as well as City of Milwaukee residents that live adjacent to I-94. That said, WisDOT is always open to suggestions for alternate meeting sites including meeting at your City Hall, perhaps prior to a City Council meeting, or any other venue in West Allis you feel appropriate.

### **Future Development and Job Creation**

Thank you for sharing the estimated increase in trips to and from Summit Place. WisDOT requests a copy of the TIA you reference regarding this point. Does the City plan any improvements to 70<sup>th</sup> Street to accommodate the planned increase in trips between I-94 and Summit Place? If so, it would be important for WisDOT to have this information so it may properly consider the same.




## Conclusion

Thank you for documenting the City of West Allis's concerns related to the I-94 East-West corridor study. WisDOT is in the early stages of evaluating the options, and appreciates your comments. Further study of the traffic volumes and further coordination with the City of West Allis and other stakeholders will aid in the selection of options moving forward.

WisDOT looks forward to meeting with you soon, and continuing a productive dialogue with you and your staff, as options for reconstructing the freeway are evaluated. The next Technical Advisory Committee meeting will also occur in March. If you have any questions or comments prior to meeting, please do not hesitate to contact me.

Sincerely,

A handwritten signature in blue ink, appearing to read "Jason Lynch".

Jason Lynch, P.E.

cc:

Brett Wallace/WisDOT SE Region Deputy Director

David Nguyen/WisDOT SE Region

Tony Barth/WisDOT SE Region

Dobra Payant/WisDOT SE Region

Brad Heimlich/CH2M HILL

Charlie Webb/CH2M HILL

Bethany Bacher-Gresock/Federal Highway Administration, Wisconsin Division

Wes Shemwell/Federal Highway Administration Wisconsin Division

Carrie Cox/WisDOT Office of General Counsel

Jay Waldschmidt/WisDOT Bureau of Technical Services



Wisconsin Department of Transportation  
I-94 East-West Freeway Corridor Study  
Milwaukee County  
Public Information Meeting #3  
May 21 and 22, 2013

Name Mayor Dan Devine

Address 7525 W. Greenfield Ave.  
West Allis, WI 53214

Email ddevine@westalliswi.gov

Date May 24, 2013

I am very concerned that ramp closures will negatively  
impact access to jobs and businesses in West Allis.  
Each ramp in place today (Hawley, 70th, 84th) is  
crucial to access to existing schools, businesses and  
jobs. Elimination of these will also inhibit our ability  
to redevelop + develop in the future. This puts a  
strangle hold on our efforts to broaden our tax  
base + bring new employment opportunities  
to the City.

**From:** Peter Daniels [<mailto:pdaniels@westalliswi.gov>]  
**Sent:** Thursday, June 06, 2013 1:02 PM  
**To:** Nguyen, David - DOT; Lynch, Jason - DOT  
**Cc:** Gutierrez, Roberto - DOT; Mohr, Bill - DOT; Gottlieb, Mark - DOT; Johnson, Dewayne - DOT  
**Subject:** West Allis Common Council passes resolution concerning I-94 East West Corridor

The City of West Allis Common Council unanimously approved a resolution (10 to 0) on Tuesday, June 4 opposing any alternatives for the I-94 East-West Corridor that do not include separate access ramps at both 70<sup>th</sup> Street and Hawley Road/60<sup>th</sup> Street. I have attached a signed copy for your use. Thank you for your attention to this matter.

**Peter C. Daniels, P.E.**  
Principal Engineer  
City of West Allis Engineering Department  
7525 W. Greenfield Avenue  
West Allis, WI 53214  
Phone: (414) 302-8374  
Fax: (414) 302-8366  
email: [pdaniels@westalliswi.gov](mailto:pdaniels@westalliswi.gov)

**CITY CLERK/TREASURER'S OFFICE**

414/302-8200 or 414/302-8207 (Fax)

[www.westalliswi.gov](http://www.westalliswi.gov)**Paul M. Ziehler***City Admin. Officer, Clerk/Treasurer***Monica Schultz***Assistant City Clerk***Rosemary West***Treasurer's Office Supervisor*

June 6, 2013

Governor Scott Walker  
Madison Office  
P.O. Box 7863  
Madison, WI 53707

Dear Governor Walker:

Enclosed is a copy of City of West Allis Resolution R-2013-0134 to oppose the construction of any alternatives for the I-94 East-West Corridor that do not include access to both 70th Street and Hawley Road/60th Street. The resolution was adopted by the West Allis Common Council on June 4, 2013.

Thank you for your attention to this matter.

Sincerely,

Paul M. Ziehler  
City Administrative Officer  
Clerk/Treasurer

amn  
enclosure

cc: Honorable Tim Carpenter, Third Senate District  
Honorable Leah Vukmir, Fifth Senate District  
Honorable Daniel Riemer, Seventh Assembly District  
Honorable Rob Hutton, Thirteenth Assembly District  
Honorable Joe Sanfelippo, Fifteenth Assembly District  
Mr. Mark Gottlieb, WI DOT Secretary of Transportation  
Mr. William Mohr, WI DOT Southeast Region, Major Projects Manager (e-mail)  
Mr. Jason Lynch, DOT Project Engineer (e-mail)  
Mr. Roberto Gutierrez, DOT Project Engineer  
Mr. David Nguyen, DOT (e-mail)





# City of West Allis

## Resolution

10602701-00567R-RDA25

7525 W. Greenfield Ave.  
West Allis, WI 53214

**File Number: R-2013-0134**

**Final Action: 6/4/2013**

**Sponsor(s):** Public Works Committee

Resolution to oppose the construction of any alternatives for the I-94 East-West Corridor that do not include access to both 70th Street and Hawley Road/60th Street.

WHEREAS, on June 21, 2006 the Advisory Committee on Regional Transportation System Planning, of which the City of West Allis is a member, adopted a 2035 regional transportation plan, being a part of the master plan for the physical development of the Region and set forth in SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin; and

WHEREAS, the design year 2035 regional transportation plan for Southeastern Wisconsin, has become the master plan for the general purpose of guiding and accomplishing a coordinated and harmonious development of the entire Region; and that the purpose and effect of the adoption of the master plan shall be to aid the local governments and local government officials, and the State government and State government officials in the performance of their functions and duties; and

WHEREAS, the design year 2035 regional transportation plan includes provision for access ramps on I-94 to both 70th Street and Hawley Road/60th Street as they exist today; and

WHEREAS, the State of Wisconsin Department of Transportation is currently preparing an Environmental Impact Study to evaluate the existing I-94 service interchanges and the indirect or cumulative effects of changes in land use and development patterns that may occur farther from the I-94 corridor and later in time after reconstruction of the I-94 East-West Corridor depending on which alternative is chosen; and

WHEREAS, the State of Wisconsin Department of Transportation is contemplating the construction of at least one set of alternatives labeled C-3 and W-3 which do not include access ramps to Hawley Road/ 60th Street and which may have a dramatic effect on the land use and development patterns in the City of West Allis; and

WHEREAS, the existing I-94 service interchanges at 70th Street and Hawley Road/60th Street provide necessary access to a number of manufacturing, office and retail businesses and are critical to the economic success of the City of West Allis; and

WHEREAS, the State of Wisconsin Department of Transportation is tentatively planning to reconstruct the I-94 freeway from 70th Street to 25th Street in the year 2019; and

NOW THEREFORE BE IT RESOLVED By the Common Council of the City of West Allis that the

City is adamantly opposed to the construction of any alternatives for the I-94 East-West Corridor that do not include access to both 70th Street and Hawley Road/60th Street;

BE IT FURTHER RESOLVED that the Common Council supports ramps to accommodate access to both 70th Street and Hawley Road/60th Street;

BE IT FURTHER RESOLVED that the Common Council opposes any I-94 alternatives that create more traffic on City streets or that involve widening or other impacts to City streets.

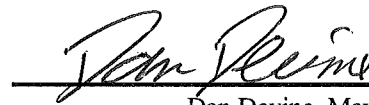
BE IT FURTHER RESOLVED that a copy of this Resolution be provided to Governor Walker, all West Allis State Assembly and State Senator members, as well as the Secretary of Transportation and other officials at the Wisconsin Department of Transportation.

**ADOPTED AS AMENDED** 06/04/2013



Paul M. Ziehler, City Admin. Officer, Clerk/Treas.

**APPROVED AS AMENDED** 6/6/13



Dan Devine, Mayor



Division of Transportation  
System Development  
Southeast Regional Office  
141 N.W. Barstow Street  
P.O. Box 798  
Waukesha, WI 53187-0798

Scott Walker, Governor  
Mark Gottlieb, Secretary  
Internet: [www.dot.wisconsin.gov](http://www.dot.wisconsin.gov)

Telephone: (262) 548-5903  
Facsimile (FAX): (262) 548-5662  
E-Mail: [waukesha.dtd@dot.state.wi.us](mailto:waukesha.dtd@dot.state.wi.us)

June 18, 2013

Paul M. Ziehler  
City Administrative Officer  
Clerk/Treasurer  
City of West Allis  
7525 W. Greenfield Av.  
West Allis, WI 53214

Dear Mr. Ziehler:

Thank you for your recent letter regarding the results of the city of West Allis resolution passed on June 4, 2013 and the continued participation by the city of West Allis during the Environmental Study on the freeway segment of I-94 in Milwaukee County between 70<sup>th</sup> and 25<sup>th</sup> Streets. Governor Scott Walker has asked me to respond on his behalf.

The resolution has been added to our project records and will be considered as we proceed with the study.

If you would like to meet to discuss any questions and/or concerns, please contact our Southeast Region Project Manager, Jason Lynch at 414-750-0538 or [Jason.Lynch@dot.wi.gov](mailto:Jason.Lynch@dot.wi.gov) or myself at 262-548-5682 or [Dewayne.Johnson@dot.wi.gov](mailto:Dewayne.Johnson@dot.wi.gov);

Sincerely,

A handwritten signature in black ink, appearing to read "Dewayne J. Johnson".

Dewayne J. Johnson, P.E.  
SE Region Director

cc: Governor Scott Walker  
Honorable Tim Carpenter, Third Senate District  
Honorable Leah Vukmir, Fifth Senate District  
Honorable Daniel Riemer, Seventh Assembly District  
Honorable Rob Hutton, Thirteenth Assembly District  
Honorable Joe Sanfelippo, Fifteenth Assembly District  
Mr. Mark Gottlieb, WisDOT Secretary  
Mr. William Mohr, WisDOT Supervisor  
Mr. Tony Barth, WisDOT Supervisor  
Mr. Roberto Gutierrez, WisDOT Chief  
Mr. David Nguyen, WisDOT Chief  
Mr. Jason Lynch, WisDOT Project Manager



**MAYOR'S OFFICE**

**Dan Devine**  
*Mayor*

414/302-8290  
414/302-8207 (Fax)

City Hall  
7525 West Greenfield Avenue  
West Allis, Wisconsin 53214

ddevine@westalliswi.gov  
www.westalliswi.gov

June 26, 2014

Dobrogniewa (Dobra) S. Payant, P.E.  
WisDOT SE Region  
I-94 East-West Study Team  
141 NW Barstow Street  
Waukesha, WI 53187-0798

RE: Section 2 Updated Version, "Alternatives Considered", I-94 East-West Corridor Study  
Draft EIS

Dear Ms. Payant:

The City of West Allis would like to offer the following comments on the updated version of Section 2, "Alternatives Considered", for the I-94 East-West Corridor Study Draft EIS. As the City has stated before in our January 14, 2013 letter, we are still concerned about the potential closure of all four existing freeway ramps at Hawley Road and the resultant loss of access and loss of capacity and diversion of traffic to local streets. Access to the freeway provides abundant opportunities for economic development by allowing trade and commerce to occur. Conversely, the removal of this access will have serious implications on environmental justice for our minority residents attempting to reach employment elsewhere and on businesses attempting to engage in commerce elsewhere. This issue of access to I-94 has dramatically escalated in recent weeks with the Johnson Controls announcement of 800 new jobs being created at the Renaissance Faire building on 60<sup>th</sup> Street. The close proximity of freeway access is obviously one of the key selling points to prospective employers like Johnson Controls and the City appears in danger of losing this selling point, thereby potentially reversing the creation of these new jobs.

**Closure of Hawley Road Ramps**

According to traffic counts currently available for I-94, the Hawley Road interchange accommodates 16,000 existing vehicles per day:

- 1.) Hawley Road Westbound On Ramp (5,200 vehicles per day),
- 2.) Hawley Road Eastbound Off Ramp (4,000 vehicles per day),
- 3.) Hawley Road Westbound Off Ramp (2,800 vehicles per day),
- 4.) Hawley Road Eastbound On Ramp (4,000 vehicles per day),



The updated version of Section 2 in the Draft EIS states the following:

*“Residents and businesses that use the Hawley Road interchange have expressed concern about the additional time and indirection that would be caused by removing the Hawley Road interchange. The next closest interchange would be the 68th Street/70th Street interchange, about 8 blocks west of Hawley Road.”*

But the updated report does not address the repercussions of this “indirection” which undoubtedly would cause the diversion of traffic onto local streets if the Hawley Road ramps were to be closed. The most obvious direct route to access the remaining ramps at 68<sup>th</sup>/70<sup>th</sup> Street from the south (in West Allis) would be on Main Street in the City of Milwaukee. Main Street is just a 30 foot wide local street which would be woefully inadequate in width and thickness to accommodate the thousands of additional vehicles per day seeking an alternate route to the remaining ramps on I-94.

By using traffic counts currently available for I-94, it can be demonstrated that the remaining ramps at 68<sup>th</sup>/70<sup>th</sup> Street would be overwhelmed by the substantial volume of vehicles that would now be funneled there if the Hawley Road ramps were closed:

1. 70<sup>th</sup> Street Westbound On Ramp ( $6,000 + 5,200 = 11,200$  vehicles per day)
2. 70<sup>th</sup> Street Eastbound Off Ramp ( $5,300 + 4,000 = 9,300$  vehicles per day)
3. 68<sup>th</sup> Street Westbound Off Ramp ( $6,800 + 2,800 = 9,600$  vehicles per day),
4. 68<sup>th</sup> Street Eastbound On Ramp ( $7,300 + 4,000 = 11,300$  vehicles per day),

The 41,400 vehicles per day expected to use these remaining ramps at 68<sup>th</sup>/70<sup>th</sup> Street would be higher than almost anywhere else on I-94, so the City has valid concerns that the closure of the Hawley Road ramps will lead to significant congestion and delays for our residents and business owners trying to use the only remaining ramps at 68<sup>th</sup>/70<sup>th</sup> Street.

### **Future Development and Job Creation**

Several companies have recently announced their plans to create new jobs at the former Allis-Chalmers factory site in West Allis. The close proximity of freeway access is obviously one of the key selling points to prospective employers and the City appears in danger of losing this selling point, thereby potentially reversing the creation of these new jobs.

Wisconsin's largest company, Glendale-based Johnson Controls Inc., plans to lease a newly renovated building at Renaissance Faire, 801 S. 60th Street, bringing 800 new jobs to that site. Johnson Controls plans to begin operating later this year at the Renaissance Faire building, leasing about 143,000 square feet. Van Buren Management Inc., which operates the Renaissance Faire building, also plans to begin construction this month on a new parking structure, with about 600 spaces to help accommodate Johnson Controls' new employees. These anticipated employees and their vehicles will translate into about 1,800 new trips per day to this site.

It is important to note that Johnson Controls' headquarters are at 5757 N. Green Bay Ave. in Glendale. Johnson Controls also has employees in downtown Milwaukee at 507 E. Michigan Street. The company has about 3,200 employees in southeastern Wisconsin overall and is the largest public firm in Wisconsin. So the majority of business trips to and from Johnson Controls' new facility in West Allis will be oriented to and from the east where the majority of other Johnson Controls employees work. Therefore, WisDOT's proposal to restore the Hawley Road ramps to and from the west with a half interchange will not significantly benefit Johnson Controls or the other employers located at the Renaissance Faire building.

The Renaissance Faire building is part of the former Allis-Chalmers Corporation complex and has 361,000 square feet of office space, including newly renovated space totaling 179,000 square feet. It also has a 24,000-square-foot Blast Fitness center. Tenants in the main building also include U.S. Bank (70,000 square feet of space), Wheaton Franciscan Healthcare (45,000 square feet) and WDJT-TV CBS Channel 58 (30,000 square feet of space) and now Johnson Controls as well. Wheaton Franciscan Healthcare is another company that only just recently decided to move about 280 office workers to the Renaissance Faire building in West Allis after signing a 45,000-square-foot lease.

Brookdale Senior Living Inc. also recently launched a \$3.9 million expansion at its corporate support center in the former Allis-Chalmers Corporation complex (at 6737 W. Washington St. in the Summit Place office park). The company now has more than 400 employees and plans to add about 200 new jobs soon. Governor Scott Walker spoke of this new development as "good news for Wisconsin as well as the entire metro Milwaukee area." Governor Walker went on to say "This is yet another national company that looked at all of its options, and decided to stay and grow in Wisconsin because of the strong business climate and outstanding workforce."

As stated previously, the close proximity of freeway access is one of the key selling points to all these prospective employers such as Brookdale or Wheaton or Johnson Controls or CBS Channel 58 or US Bank. In particular, CBS Channel 58 has always been adamant that it needs to get TV crews onto the freeway in either direction as soon as possible to cover stories. A half interchange would definitely not meet their needs and would almost certainly lead to their immediate relocation elsewhere.

And the City still has plans for even more development at the former Allis-Chalmers Corporation factory site. The Traffic Impact Analysis prepared for this site expected a total of 2,825 new employees and 185,000 square feet of new retail space in the next few years. This is expected to generate a total of 15,780 new daily trips to the site in coming years with 1,050 new vehicles arriving in the am peak hour and 1,200 new vehicles exiting in the pm peak hour. These 15,780 new trips on top of the projected congestion from 41,400 vehicles per day using the only remaining ramps at 68<sup>th</sup>/70<sup>th</sup> Street will certainly cause delays at these remaining ramps. In fact, the analysis forecasted an additional 4,280 vehicles per day just from the Renaissance Faire building alone on 60<sup>th</sup> Street. This will add over 400 vehicles to the Hawley Road I-94 off ramps in the morning peak hour and almost 500 vehicles to the Hawley Road I-94 on ramps in

the evening peak hour. It is imperative that the Hawley Road I-94 ramps remain open now that these new jobs are already being added at this location.

### **Environmental Justice**

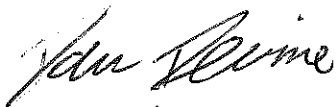
The potential ramp closures at Hawley Road and the continuation of ramp metering at the remaining ramps also needs to be addressed in light of the substantial number of low income neighborhoods and minority populations living in this area of West Allis. The east half of the City has a minority race population of 7,211 persons which represents 25% of the total population. In addition, there are 5,247 households earning low to moderate income which represents 41% of the total households in this area.

In fact, the two census tracts closest to the Hawley Road ramps have a combined minority population of 42%, with 23% of families living below poverty levels in census tract 1001 and 22% of families living below poverty in census tract 1002. These statistics are based on the 2008-2012 American Community Survey. It is important to note in this Survey that many Hispanics and Latinos likely self-classify themselves as white in race statistics. But a closer look at the "ethnicity by race" table in this Survey, instead of the "race" table typically used by WisDOT, shows 1,610 non-white residents (42%) living in census tract 1001 and 1,716 non-white residents (41%) living in census tract 1002.

Of particular concern is the potential for a distribution of benefits to suburban groups at the expense of urban dwellers in West Allis. The closure of these four ramps and the ramp metering already instituted at the remaining ramps will be advantageous for longer trips on the freeway system (at the expense of the shorter trips). Residents in West Allis who live closer to Milwaukee will be subject to the delays from the ramp closures and ramp metering, and will not receive immediate access to the freeway. Conversely, suburban commuters who live outside of the metered zone will receive all of the benefits of the freeway system without any of the ramp delays. The City is requesting an analysis of how these proposed ramp closures will affect the City's minority and low income populations so as to avoid disproportionately high and adverse impacts to these groups.

The City can be expected to offer other comments and concerns as this project continues through design and construction. Thank you for your consideration of our comments and for taking the opportunity to discuss the I-94 East-West Freeway Corridor Study with us.

Sincerely,



Dan Devine,  
Mayor

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**From:** Rouse, Deb [<mailto:RousD@wawm.k12.wi.us>]  
**Sent:** Thursday, September 06, 2012 1:53 PM  
**To:** [diane@wawmchamber.com](mailto:diane@wawmchamber.com); Lynch, Jason - DOT  
**Cc:** Devine, Dan; Vissers, Brian  
**Subject:** FW: Attached Image

Please see the attached comments from the School District of West Allis – West Milwaukee, et al. regarding the 2019 I-94 Ramp Reconstruction and S. 70<sup>th</sup> Street. Feel free to contact me if you have any questions. Thank you so much for considering our comments!

Deb

**Deborah L. Rouse**  
**Director of Business Services**  
**School District of West Allis - West Milwaukee, et al.**  
**1205 S. 70th Street**  
**West Allis, WI 53214**  
**(414) 604-3031**





Wisconsin Department of Transportation  
I-94 East-West Freeway Corridor Study  
Milwaukee County  
**August 23, 2012**

Name School District of West Allis - West Milwaukee, et al.

Address 1205 S. 70<sup>TH</sup> STREET

West Allis, WI 53214

Email rousd@wawm.k12.wi.us

Comment:

Please see attached comments. Thank you!

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Please leave your comments here tonight or mail them to Jason Lynch, WisDOT, SE Transportation Region, PO Box 798, Waukesha, WI 53187-0798

## 2019 I-94 RAMP RECONSTRUCTION AND S. 70<sup>TH</sup> STREET

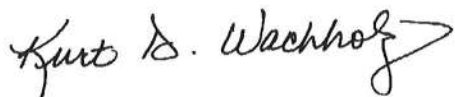
The School District of West Allis – West Milwaukee, et al. recently became aware that the Wisconsin Department of Transportation (WisDOT) is seeking input regarding where entrance and exit ramps should be permanently located as part of the 2019 I-94 Reconstruction between 25<sup>th</sup> Street and 70<sup>th</sup> Street.

The School District of West Allis – West Milwaukee, et al. strongly advocates for the continued placement of an on and off ramp at S. 70<sup>th</sup> Street for the following reasons:

1. S. 70<sup>th</sup> Street is the Main Artery into the heart of Downtown West Allis
2. For many events at the Wisconsin State Fair Park, there is a need for on and off freeway access from either end of the Fair Park at both 84<sup>th</sup> Street and 70<sup>th</sup> Street
3. Closing the 70<sup>th</sup> Street off/on ramps would be a safety issue due to the rerouted traffic using residential areas and neighborhoods where children regularly walk to and from school
4. The School District of West Allis – West Milwaukee, et al. is the 12<sup>th</sup> largest school district in the State of Wisconsin. The S. 70<sup>th</sup> Street area is currently home to the WAWM High School Learning Center, the McKinley Community Park, Milwaukee Area Technical College, Lakeland College, and Summit City Developments (2<sup>nd</sup> largest office park in Milwaukee County) just to name a few. People from many outside communities come into the City of West Allis to these well-known locations both on a regular basis and for special events and activities

We would be happy to discuss these significant points in greater detail. Please contact either Kurt Wachholz, Superintendent at (414) 604-3005 or Deborah L. Rouse, Director of Business at (414) 604-3031. Thank you for your consideration in this decision making process.

Sincerely,



Kurt D. Wachholz  
Superintendent

Sincerely,



Deborah L. Rouse  
Director of Business Services

Cc: Mayor Dan Devine, West Allis Common Council,  
WAWM Chamber of Commerce



PARTNERS FOR A CLEANER ENVIRONMENT

Kevin L. Shafer, P.E.  
Executive Director

COPY

February 14, 2014

William Mohr, P.E.  
Wisconsin Department of Transportation  
141 N.W. Barstow Street  
Waukesha, WI 53187

Subject: I-94 East-West Corridor 70th Street to 16th Street  
WisDOT Project 1060-27-00

Dear Mr. Mohr:

I am contacting you to request a commitment to protect our water resources from increased runoff from the I-94 East-West Corridor 70th to 16th Street Project. As the Wisconsin Department of Transportation (WisDOT) develops alternatives and completes the draft environmental impact statement, WisDOT should:

- (1) establish runoff management goals that minimize the additional volume discharged to receiving streams and the rate of discharge;
- (2) identify the amount of new impervious surface each alternative will create;
- (3) identify how runoff from the impervious surface will be managed; and
- (4) ensure that the project footprint includes sufficient space to properly manage runoff.

The Milwaukee Metropolitan Sewerage District (District) and the municipalities it serves have worked diligently over the years to reduce flooding. This work has included the development and implementation of standards to control runoff from both development and redevelopment. Furthermore, the District has invested millions of dollars to reduce flooding along the Menomonee River. I hope I can count on WisDOT to support these efforts.

Even without additional runoff, the water resources affected by this project face many challenges. Current problems include severe erosion, bank failure, crumbling historic retaining walls, and incised channels. In addition, high levels of pollutants have caused the Department of Natural Resources to classify Honey Creek and the Menomonee River as impaired. The redesigned highway may add large areas of impervious surface. This new impervious surface will increase runoff volume and peak flow rates. Also, more impervious surface means more pollutants. Increasing volumes, increasing peak rates, and increasing pollutants will make the already degraded receiving waters even worse, unless the WisDOT acts now to fully protect these water resources.

**Milwaukee Metropolitan Sewerage District**

260 W. Seeboth Street, Milwaukee, WI 53204-1446

414-272-5100 [www.mmsd.com](http://www.mmsd.com)

**D-78**

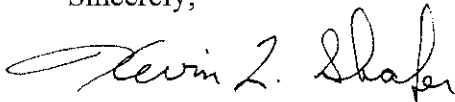


The District appreciates the efforts that WisDOT will take to comply with Wis. Adm. Code ch. TRANS 401 and the WisDOT/Wisconsin Department of Natural Resources (WDNR) Memorandum of Understanding on Erosion Control and Storm Water Management; however, the high density, fully developed, urban environment of the I-94 East-West Corridor Project requires additional efforts. For example, runoff management needs to go beyond ensuring that the regional flood does not increase by more than 0.01 foot. Preventing harm from this relatively rare event is important; however, this standard alone neglects the significant harm caused by the less severe storms that are much more frequent.

The fundamental purpose of the environmental review process is to identify alternatives and describe the costs and benefits of each alternative; therefore, now is the time to identify different levels of runoff management and how the costs and benefits compare to each other and to total project costs. Also, the environmental impact statement should discuss what is needed to comply with local standards, the adverse effects of failing to comply, and the marginal costs of compliance. District staff is available to work with you to develop appropriate runoff management alternatives.

This project is a rare opportunity to bring both improved highways and improved water resources to our community. Thanks for your cooperation.

Sincerely,

A handwritten signature in cursive script, reading "Kevin L. Shafer".

Kevin L. Shafer, P.E.  
Executive Director  
Milwaukee Metropolitan Sewerage District

c: Jason Lynch, WisDOT  
Eric Nitschke, WDNR  
T. Bate, MMSD  
T. Chapman, MMSD  
D. Jensen, MMSD  
T. Nowicki, MMSD



## Appendix E

### Summary of Mitigation Measures

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## APPENDIX E

### Summary of Measures to Mitigate Adverse Effects

Resource	Measures to Mitigate Adverse Effects
Land Use and Land Use Planning	Where it is not possible to remain within existing right-of-way, FHWA and WisDOT would compensate property owners in accordance with applicable laws and regulations for land acquired from residences, businesses, utilities, and institutions (see Sections 3.4.3, 3.5.3, 3.6.4, and 3.7.3). Some land currently used as highway right-of-way may potentially no longer be needed as right-of-way. WisDOT may declare the land excess right-of-way, and it could be converted to a different land use.
Transportation Service	<p>Section 3.27, Construction Impacts, describes measures to manage congestion during construction, which would be a result of lane closures on I-94 and adjacent local streets. WisDOT will develop a transportation management plan to coordinate and manage impacts associated with construction.</p> <p>WisDOT and FHWA will coordinate with Canadian Pacific Railway to minimize interruptions to rail service while replacing the I-94 bridge over the Canadian Pacific Railway. WisDOT and FHWA will also work with the Milwaukee County Transit System to minimize disruption to its routes during construction.</p>
Utilities	WisDOT will compensate utilities for relocating their facilities, if required. Most utilities that are currently in WisDOT's right-of-way would be moved by the utility companies without compensation from WisDOT. WisDOT and FHWA will continue coordinating with utilities, municipalities, and the county to avoid or minimize interruptions in service during construction.
Residential Development	<p>Where it was not possible to avoid residences, federal property acquisition law provides for payment of just compensation for residences displaced for a federally funded transportation project (Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended [Uniform Act]). Acquisition price, replacement dwelling costs, moving expenses, increased rental or mortgage payments, closing costs, and other relocation costs are covered for residential displacements.</p> <p>Under state law, no person or business would be displaced, unless a comparable replacement dwelling, business location, or other compensation (when a suitable replacement business location is not available) would be provided. Compensation is available to all displaced persons without discrimination. Prior to appraisals and property acquisition, an authorized relocation agent would interview each owner and renter to be relocated in order to determine their needs, desires, and unique situations associated with relocating. The agent would explain the relocation benefits and services each owner may be eligible to receive.</p> <p>Property acquisitions not involving residential, business, or other building relocations are also compensated in accordance with state and federal laws. Before initiation of property acquisition, WisDOT provides information explaining the acquisition process and the state's Eminent Domain Law under Section 32.05, Wisconsin Statutes. A professional appraiser inspects the property to be acquired. Property owners are invited to accompany the appraiser to ensure that full information about the property is taken into consideration. Property owners may also obtain an independent appraisal. Based on the appraisal, the value of the property is determined and that amount offered to the owner. If agreement on fair market value cannot be reached, the owner would be advised of the appropriate appeal procedure.</p> <p>A search of available housing from local realtor listings in June 2013 reported more than 47 homes of similar price (\$50,000 to \$200,000) to those that would be displaced, within roughly 1 mile of I-94 west of US 41/Miller Park Way. A search of replacement rental housing revealed 23 rental properties similar to the units that would be displaced. One-, two-, and three-bedroom units are within study area ZIP codes (53215, 53214, 53213, 53208, and 53233), starting at \$400 per month. Replacement rental housing available includes duplexes and apartment buildings.</p>

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	<p>Septic tanks, drain fields, or wells on acquired properties would be abandoned in accordance with state regulations and local zoning standards. WisDOT will survey all buildings to be demolished to determine whether asbestos or lead paint is present. All appropriate and applicable engineering and regulatory controls will be followed during the handling and disposal of asbestos-containing material and lead-based paint. Contractors must comply with regulations of the United States Environmental Protection Agency (USEPA); National Emission Standards for Asbestos; the Occupational, Safety, and Health Administration regulations on asbestos removal; local government regulations; and all other applicable regulations. The most recent editions of all applicable standards, codes, or regulations shall be in effect. Persons performing asbestos abatement must comply with all training certification requirements, rules, regulations, and laws of the State of Wisconsin regarding asbestos removal.</p> <p>Before a contractor demolishes a building that may contain or is known to contain asbestos, the contractor must notify the Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Health and Family Services at least 10 working days before starting the work, using WDNR Form 4500-113: "Notification of Demolition and/or Renovation and Application for Permit Exemption."</p> <p>Demographic data for the areas in which residential displacements would occur do not indicate age, disability, or income characteristics that would require special relocation consideration or services. If unusual circumstances were to arise during real estate activities, WisDOT real-estate personnel would be available to provide appropriate relocation services.</p>
Commercial and Industrial Development	<p>Where it was not possible to avoid properties, commercial and industrial acquisitions and relocations would be in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended. In addition to providing just compensation for property acquired, additional benefits are available to eligible displaced businesses, including relocation advisory services, reimbursement of moving expenses, and down-payment assistance. Under state law, no person would be displaced unless a comparable business location or other compensation (when a suitable business location replacement is not practical) is provided. Compensation is available to all displaced businesses without discrimination.</p> <p>Before initiating property acquisition activities, property owners would be contacted and given a detailed explanation of the acquisition process and Wisconsin's Eminent Domain Law under Section 32.05, Wisconsin Statutes. Any property acquired would be inspected by one or more professional appraisers. The property owner would be invited to accompany the appraiser during the inspection to ensure that the appraiser is informed of every aspect of the property. Property owners will be given the opportunity to obtain an appraisal by a qualified appraiser that will be considered by WisDOT in establishing just compensation. Based on the appraisal, the value of the property would be determined and that amount offered to the owner.</p> <p>Before a contractor demolishes a building that may contain or is known to contain asbestos, the contractor must notify WDNR and the Wisconsin Department of Health and Family Services at least 10 working days before starting the work, using WDNR Form 4500-113: "Notification of Demolition and/or Renovation and Application for Permit Exemption."</p> <p>There are no known age, ethnic, handicapped, or minority characteristics that would require special relocation consideration for any business displacement. Three businesses would be potentially difficult to relocate. Monreal's Encore Gentlemen's Club, an adult entertainment club, requires an adult entertainment license to operate. The adult entertainment license is applied for by the owner/tenant at the time of application. The application process may add several months to a year to the relocation process for this particular business, and it historically has been difficult for such businesses to find new locations. Badger Truck Center, Inc., and Central</p>

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Resource	Measures to Mitigate Adverse Effects
	<p>Bark Doggy Day Care are franchisee establishments that operate within a designated territory. As part of their franchise agreements, they are not allowed to relocate within a specified distance of another franchisee.</p> <p>A search of a commercial realty website in June 2013 listed more than 32 commercial/industrial locations in the City of Milwaukee that would be adequate replacement sites for some businesses that would be displaced as a result of the project (NAI MLG Commercial, Inc.). There is one walk-in medical clinic (Concentra Urgent Care) and one veterinary office (St. Paul Veterinary Clinic) that would be displaced. A search of a commercial realty website in June 2013 listed 12 medical offices available for lease. One gas station in the project area may be displaced. A search in June 2013 listed three gas stations for sale in the City of Milwaukee, two of which are next to freeways, and two properties not currently gas stations that could be retrofitted to serve as gas stations (LoopNet, Inc.).</p> <p>Based on the listings, there is a sufficient amount of available properties for displaced businesses. However, the availability of vacant commercial and industrial locations is always in flux. As businesses relocate in the future, the number of business and commercial listings may change, but it appears likely that sufficient replacement business buildings will be available when required.</p> <p>If the At-grade alternative is selected, with either no interchange at Hawley Road or a half interchange at Hawley Road, WisDOT would modify the I-94 signage along key arterials to direct drivers to the 68<sup>th</sup> Street/70<sup>th</sup> Street interchange or the Stadium Interchange. If needed, traffic-calming measures could be installed along residential streets adjacent to the Hawley Road interchange, like Main Street and Adler Street south of I-94 and Dixon Street north of I-94.</p>
Institutional and Public Services	<p>WisDOT and FHWA will compensate Girl Scouts of America for any land acquired as part of the project. WisDOT and FHWA will replace or compensate the Stadium District for Miller Park parking spaces that are lost, if any, and compensate the Stadium District for land that is acquired. WisDOT and FHWA will continue working with the Stadium District and the Milwaukee Brewers to develop a plan to efficiently unload the parking lots after games, while improving I-94 capacity and safety.</p> <p>As requested by the VA (Appendix D, letter D-27), WisDOT and FHWA will maintain the Zablocki Drive connection between Bluemound Road and the VA campus. The VA noted that this northern access route improves safety and traffic congestion on the VA Campus and allows for an additional evacuation route. It also provides access to the portion of Wood National Cemetery north of I-94. Additionally, the VA asked that the Zablocki Drive access remain separate from Mitchell Boulevard due to conflicts during Miller Park events. All alternatives maintain this northern connection separate from Mitchell Boulevard. See Section 3.23.3, Cemeteries; Section 3.24.4, Historic Properties; and Section 4.5 of the Draft Section 4(f) Evaluation for additional mitigation measures for the VA Campus.</p>



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Resource	Measures to Mitigate Adverse Effects
Visual Character/Aesthetics	<p>Community-sensitive design (CSD) efforts during final design will identify concepts for visual benefits and minimization of impacts resulting from a larger-scale freeway. Previous CSD efforts on the Marquette Interchange, I-94 North-South Corridor, and Zoo Interchange projects provide CSD examples and best practices to draw from for this study. For these projects, CSD committees worked to identify aesthetic treatments and beautification measures that blend the highway corridor into the surrounding environment. A CSD committee will be formed for the I-94 East-West Corridor study.</p> <p>Potential mitigation measures include the following:</p> <ul style="list-style-type: none"> <li>– At the ends of streets that dead end at I-94, install screening or plant vegetation to screen or block views.</li> <li>– Where there is room in the right-of-way near residences, consider installing screening or planting vegetation to screen or block views.</li> <li>– To reduce the size and contrast of large-scale features, such as the structure wall, plant trees next to the structures to “soften” views of it, or between the structures and viewers to screen or block views of it.</li> <li>– Use concrete colors, patterns, and textures in a way that diminishes the apparent size of Double Deck alternative’s support walls and breaks up the long, horizontal nature of the walls.</li> <li>– Consider “windows” in the support wall to diminish the Double Deck alternative’s support wall’s mass and length, similar to what is used at the Marquette Interchange below 11<sup>th</sup> Street.</li> <li>– Use trees/shrubs where possible to screen/diminish the size of north-facing walls of the double deck.</li> <li>– On the lower, south-facing double deck wall on the south side of I-94, consider screens or fences to break up the horizontal nature of the wall.</li> <li>– Plant evergreen shrubs and/or small trees in the area south of Story Parkway to block leaf-off views.</li> <li>– Consider reinforcing a feeling of community by working with community/neighbors to devise a roster of potential plants.</li> </ul>
Surface Water and Fishery	<p>Per WDNR’s request, the project’s conceptual stormwater management plan should evaluate the impact of runoff release rates for 100-year and 2-year storm events. The WDNR also asked that obsolete stormwater management facilities should be improved in drainage areas where flooding occurs.</p> <p>The Modernization Alternatives will increase impervious area and therefore increase the amount of stormwater runoff from I-94 and the local roadway system. However, the alternatives will also provide the opportunity to best management practices (BMPs) to treat the runoff and bring I-94 and the local roadway system in compliance with Wisconsin’s stormwater management regulations that limit the amount of pollution in runoff.</p> <p>Stormwater treatment measures will be further evaluated during the project’s final design phase. BMPs can be used for stormwater management. BMP options are described in the following list and shown in <b>Exhibit 3-26</b>. For the purpose of this evaluation, the variety of stormwater BMPs are discussed as potential, but for water quality and quantity modeling, wet stormwater retention basins were used as</p>

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## Summary of Measures to Mitigate Adverse Effects

Resource	Measures to Mitigate Adverse Effects
	<p>the most practical and efficient practice.</p> <p>The following are the BMP options:</p> <ul style="list-style-type: none"> <li>• <b>Retention Basins (Wet Detention Basins)</b>—Retention basins have a permanent pool of water year-round. The permanent pool allows pollutant particles in stormwater runoff to settle over an extended period of time. Nutrient uptake also occurs through increased biological activity.</li> <li>• <b>Dry Detention Basins</b>—A dry detention basin typically is designed to store runoff and discharge it slowly to reduce the peak discharge downstream. As normally designed, the basins typically have little effect on the volume of stormwater released to the receiving water. Peak flow reduction is often accomplished through use of a multistage outlet structure that allows increased discharge as water levels in the basin increase.</li> <li>• <b>Infiltration Devices</b>—Infiltration can be achieved through use of trenches or grass swales. Infiltration devices are used to slow the water flow so that more water is absorbed into the ground and more pollutants are removed from runoff. Due to the potential extent of contaminated soils throughout this project area, the use of infiltration devices may be discouraged.</li> <li>• <b>Grass-lined Ditches</b>—This BMP generally helps reduce suspended solids to meet the regulatory goal of TRANS 401, which outlines stormwater management and erosion control procedures for WisDOT projects.</li> <li>• <b>Trapezoidal Swale through Infield</b>—This BMP combines grass ditch treatment with peak flow reduction and is considered the same level of suspended solid control as grass ditches.</li> <li>• <b>Vegetated Rock Filters</b>—This BMP may be used at outfalls to waterways or anywhere concentrated runoff leaves the right-of-way. It is similar in concept to a level spreader, which attempts to reintroduce sheet flow and provides a small amount of peak flow and volume reduction.</li> <li>• <b>Swale Blocks/Ditch Checks</b>—Swale blocks/ditch checks are small earthen berms constructed in the bottom of a ditch at regular intervals to detain runoff from frequent storms. This BMP provides peak flow reduction and may provide infiltration benefits depending on soil conditions.</li> <li>• <b>In-line Storage</b>—This method is not desirable from a water quality standpoint, but would manage water quantity. Storm sewer pipes would be designed larger than normal to provide storage in the sewer during rain, and then the water is gradually released after the rain ends.</li> <li>• <b>Biofiltration Basins</b>—Biofiltration basins are similar to infiltration devices and appear from the surface to look like a garden area. They use engineered soil, underdrains, native vegetation, and shallow detention to allow flows to be stored on the surface and slowly infiltrate to the subsoils or in cases of contaminated or poorly drained soils, drain through underdrain to a storm sewer. In narrow or restricted land space areas, stormwater biofiltration systems may be used within ditch areas, between mainline and frontage road lanes, or within ramp areas.</li> </ul>

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Resource	Measures to Mitigate Adverse Effects
	<p>To comply with State Statute 87.30 and NR 216<sup>1</sup> and to address concerns raised by the Milwaukee Metropolitan Sewerage District (MMSD), WisDOT, and FHWA are investigating retention/detention basins to manage stormwater from the proposed improvements. The retention/detention ponds would also improve water quality by allowing solid pollutants (sand, grit, etc.) to settle out of the water before it flows into storm sewers or streams. If the retention/detention ponds are built, WisDOT will provide landscaping around the pond. Potential locations for retention/detention basins include the following:</p> <ul style="list-style-type: none"> <li>• West segment—Biofiltration basins or retention basins may be placed between the ramps at the 68<sup>th</sup>/70<sup>th</sup> Street interchange. A few opportunities for retention are provided at the Hawley Road interchange, within the infields, east of Hawley Road, north of I-94, and potentially south of I-94. Stormwater from I-94 in the area through the cemeteries would be best served using storm sewer conveyance to the ponds at Hawley Road.</li> <li>• East segment— Stormwater retention basins within the Stadium Interchange may be located between the freeway and ramps or under bridges within the WisDOT right-of-way. Two vacant MMSD parcels east of the Stadium Interchange may serve as potential locations for retention basins. East of the Stadium Interchange, stormwater retention basins may be located within areas of the existing I-94 alignment where the proposed roadway is off-alignment. Areas under bridges may also be used for stormwater retention and also provide the additional benefit of shading and reducing thermal pollution to the streams.</li> </ul> <p>As noted, MMSD is developing total maximum daily load (TMDL) limits as a third party on behalf of WDNR for the watersheds within the Milwaukee area, including the Menomonee River. The TMDL pollutants of interest are fecal coliform bacteria, phosphorous, and sediment. The preliminary TMDL report is anticipated late in 2014. In evaluating the proposed stormwater retention and/or biofiltration device locations, special consideration was given to address the removal of not only total suspended solids, but also phosphorus and fecal coliform bacteria. In the attempt to achieve a significant removal rate of each of the constituents, a secondary benefit of volumetric control results. The volume stored during the critical time period of the Menomonee River addresses concerns raised by MMSD regarding volumetric releases to the river.</p> <p>East of about 38<sup>th</sup> Street, I-94 drains to a combined sanitary and storm sewer system. The drainage design team evaluated separating the freeway stormwater runoff from the combined sewer, with the desire to drain the treated runoff from the proposed stormwater ponds to the Menomonee River. A few potential obstacles were identified. The Menomonee Valley is adjacent to the freeway. The Valley has historically been used as a rail yard with tracks existing to this day. Potentially hazardous soils and materials are located throughout the valley area and could be situated between the freeway and the future storm sewer outfalls to the Menomonee River. There is potential for the proposed alternative to avoid conveyance to the river to provide the water quality/quantity controls within the WisDOT right-of-way and adjacent available open space.</p> <p>The Marquette Interchange Project introduced the stormwater management strategy (Marquette Approach) of separating the “first flush” or low flows of storm events to the combined sewer and allowing the higher and cleaner flows to discharge to the river. This was seen as a win-win approach because MMSD would still treat the portion of stormwater runoff with the highest pollutant levels, but not be overtaxed with the higher flows. This example may be evaluated for this project during a later phase when the extent of</p>

<sup>1</sup> NR 216 says that WisDOT bridge “construction may not cause any obstruction to flood flows.”

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## Summary of Measures to Mitigate Adverse Effects

Resource	Measures to Mitigate Adverse Effects
	contamination within the Menomonee Valley can be more adequately assessed. TMDL's may offer a new challenge that should be evaluated with the Marquette Approach, as well as the costs involved in installing additional storm sewer to route the higher flows to the river.
Environmental Corridors and Natural Areas	There are no feasible Stadium Interchange options that could completely avoid impact to the linear primary environmental corridor. Alternatives were designed to minimize impacts to the primary environmental corridor in this location by clear spanning it.



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Wetlands	<p>Presidential Executive Order 11990, Protection of Wetlands, requires federal agencies to avoid, to the extent practicable, long- and short-term adverse impacts associated with the destruction or modification of wetlands. More specifically, the order directs federal agencies to avoid new construction in wetlands unless there is no practicable alternative. The order states that where wetlands cannot be avoided, the proposed action must include all practicable measures to minimize harm to wetlands.</p> <p>The Clean Water Act's Section 404(b)1 <i>Guidelines for Specification of Disposal Sites for Dredged or Fill Material (40 CFR Part 230)</i> are administered by USEPA and the Corps of Engineers. The guidelines state that dredged or fill material should not be discharged into aquatic ecosystems (including wetlands), unless it can be demonstrated that there are no practicable alternatives to such discharge, that such discharge will not have unacceptable adverse impacts, and that all practicable measures to mitigate adverse effects are undertaken.</p> <p>Compensation for unavoidable wetland loss will be carried out in accordance with the <i>Wisconsin Department of Transportation Wetland Mitigation Banking Technical Guideline</i> developed as part of the WisDOT/WDNR Cooperative Agreement on Compensatory Wetland Mitigation and the regulations for compensatory wetland mitigation issued jointly by the Corps of Engineers and USEPA in May 2008 (33 CFR § 325 and 33 CFR § 332; and 40 CFR § 230 [April 10, 2008]). A wetland mitigation plan will be developed during the project's design phase, in consultation with state and federal agencies.</p> <p>For cases in which onsite or near-site opportunities for wetland mitigation are not available, WisDOT can debit the wetland loss at the closest established wetland mitigation bank. Onsite or near-site opportunities were not considered for this project because it is not cost effective to develop a 0.1-acre wetland mitigation site.</p> <p>The guideline provides ratios for wetland replacement versus wetland loss depending on where the mitigation is to be provided. The replacement ratios increase with the mitigation site's distance from the impacted wetland.</p> <p>WisDOT has an established statewide wetland mitigation bank in Walworth County that has remaining acreage available for credit. Debiting wetland acreage credits from this bank will be used to mitigate the wetland losses from the project, which would be in accordance with the terms of the guideline. The Walworth County site is not in the same watershed as the project.</p>
Threatened and Endangered Species	<p>WisDOT will coordinate with WDNR to develop appropriate measures to mitigate adverse effects to <i>Echinacea pallida</i>, Oak woodland/Southern dry-mesic forest, and fish within the Menomonee River.</p> <p>Bridges and culverts will be inspected to determine if any migratory birds are present. If swallows are present in the study area, WisDOT will remove their nests from the underside of bridges prior to construction, between August 20 and May 15. The nests are unoccupied during this period. After swallow nests are removed, WisDOT will place nets under the bridge to keep swallows from re-establishing nests on bridges that are going to be removed.</p>
Noise	<p>Based upon the requirements of 23 CFR 772 and within the framework of Facilities Development Manual 23 Noise, various methods were reviewed to mitigate the noise impact of the proposed improvements. Among those considered were restricting truck traffic to specific times of the day, prohibiting trucks, altering horizontal and vertical alignments, property acquisition for construction of noise barriers or berms, property acquisition to create buffer zones to prevent development that could be adversely impacted, soundproofing public use or nonprofit institutional buildings (Land Use Activity Category D only), berms, and sound barriers.</p>

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Resource	Measures to Mitigate Adverse Effects
	<p>Restricting or prohibiting trucks is counter to the project's purpose and need. Design criteria and recommended termini for the proposed project preclude substantial horizontal and vertical alignment shifts that would produce noticeable changes in the projected acoustical environment. Due to right-of-way limitation, the construction of noise berms is neither feasible nor reasonable. Soundproofing was not considered because there are reasonable and feasible exterior measures. Therefore, only the construction of noise barriers was reviewed. Abatement is recommended only when it is feasible and reasonable to construct a noise barrier.</p> <p>Facilities Development Manual 23 Noise has established criteria for determining feasibility and reasonableness and is summarized as follows:</p> <ul style="list-style-type: none"> <li>• The barrier must provide at least 5-decibel (dB) reduction to be considered feasible.</li> <li>• One receptor or common use area must meet the 9-dB design goal for the noise barrier to be considered for reasonableness.</li> <li>• A noise barrier must reduce noise levels by at least 8 decibels for a receptor or common use area to be considered as benefited for the purposes of determining reasonableness. The total cost of the barrier may not exceed \$30,000 per abutting residence.</li> <li>• If a common noise environment exists within the project termini, cost averaging of multiple barriers within the common noise environment may occur as part of the reasonableness determination. Noise barriers exceeding \$60,000 per benefited receptor cannot be included in the cost averaging. The order of cost averaging of eligible multiple barriers will start with the most cost-effective noise barrier increasing to the second most cost effective barrier to the third, etc., until the average cost approaches or equals but does not exceed \$30,000 per benefited receptor. The noise barriers included in the cost averaging may be carried forward for a determination of whether they will be incorporated into the project. The department must receive a vote of support for the project from a simple majority of all votes cast by the owners or residents of the benefitted receptors</li> </ul> <p>Noise barriers were analyzed at nine locations adjacent to the freeway system for both At-grade options (no Hawley Road interchange; half interchange at Hawley Road) with the On-alignment alternative. Noise barriers were analyzed at eight locations adjacent to I-94 for both Double Deck options (all up and partially down) with the Off-alignment alternative. <sup>2</sup> <b>Table 3-25 A</b> through <b>Table 3-25 D</b> present the results of the analysis, including barrier location, future <math>L_{eq}(1h)</math> noise levels without and with a barrier, barrier length and height, estimated cost, number of residential units benefited, noise reduction provided by the barrier, and cost per residential unit for each alternative. For the At-grade alternatives, all the nine barriers would meet WisDOT's feasibility criteria. However, for the No Hawley Road interchange option, only five noise barriers would meet both of Facilities Development Manual 23 Noise's definitions for feasible and reasonable noise mitigation. For the half interchange at Hawley Road option, four noise barriers would meet both of FDM 23 Noise's definitions for feasible and reasonable noise mitigation. For the Double Deck all up and partially down options, 9 of the 10 noise barriers analyzed would meet WisDOT's feasibility criteria. However, only three noise barriers for the all up option, and only two noise barriers for the partially down option would meet both of FDM 23 Noise's definitions for feasible and reasonable noise mitigation.</p> <p>The final step in the reasonableness determination is to cost average the multiple noise barriers within the common noise environment on all noise barriers costing less than \$60,000 per unit. Cost averaging did not provide additional benefits for the At-grade (No Hawley</p>

<sup>2</sup> Noise barriers north and south of I-94 between Hawley Road and General Mitchell Boulevard were not modeled due to the bi-level roadways designed for these alternatives.

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	<p>Road interchange) alternative with the On-alignment alternative. Cost averaging for the At-grade (half interchange at Hawley Road) alternative with the On-alignment alternative provided cost reasonableness for one additional barrier. Cost averaging for the Double Deck all up and partially down options with the Off-alignment alternative provided cost reasonableness for three additional barriers and four additional barriers, respectively.</p> <p>WisDOT is considering implementing an AASHTO recommendation regarding noise barriers located on bridges that could result in noise barriers not being constructed on bridges. <b>Table 3-26 A</b> through <b>Table 3-26 D</b> present the results of noise barrier analysis for each segment with the noise barriers removed from the bridges. All of the nine barriers for the At-grade alternatives would remain feasible. However, only four noise barriers would be reasonable. The Double Deck all up and partially down alternatives would each lose one feasible and reasonable noise barrier.</p> <p>Based on the study and as shown in <b>Tables 3-25</b> and <b>3-26</b>, WisDOT is likely to incorporate the feasible and reasonable noise barriers into the project. During the design phase of the project, as locations of retaining walls are more accurately defined relative to the surrounding areas, the location of feasible and reasonable noise mitigation will be reassessed. If final design results in substantial changes in roadway design from the conditions modeled for the Draft EIS or Final EIS, noise abatement measures will be reviewed. A final decision on the installation of abatement measures will be made upon completion of the project's final design and through the public involvement process, which will solicit the viewpoints of residents and property owners benefited by the construction of the feasible and reasonable noise barriers.</p>
Hazardous Materials	<p>During design, WisDOT will develop remediation measures for contaminated sites that cannot be avoided. Disturbance near potentially contaminated sites will be minimized to the extent possible and practicable. As applicable, the contract special provisions will include a Notice to Contractor describing the potential contamination with names and locations of sites. The areas of potential contamination will be marked on the plan sheets with reference to check the Notice to Contractor in the special provisions.</p> <p>The regional WisDOT office will work with concerned parties to ensure that disposition of any petroleum contamination is resolved to the satisfaction of WDNR, WisDOT, and FHWA before acquisition.</p> <p>During the project's real-estate acquisition phase, WisDOT will survey all buildings and structures that need to be demolished to determine whether asbestos or lead-based paint is present. All appropriate and applicable engineering and regulatory controls will be followed during the handling and disposal of asbestos-containing material and lead-based paint. Contractors must comply with USEPA regulations; National Emission Standards for Asbestos; the Occupational, Safety, and Health Administration regulations on asbestos removal; local government regulations; and all other applicable regulations. The most recent editions of all applicable standards, codes, or regulations shall be in effect. Additionally, any person performing asbestos abatement must comply with all training certification requirements, rules, regulations, and laws of the State of Wisconsin regarding asbestos removal.</p> <p>Special provision 203-005, bid item 203.0210s, will be included in the construction plans to address asbestos abatement. The contractor will be responsible for completion of the Notification of Demolition and/or Renovation (WDNR Form 4500-113).</p>
Cemeteries	<p>Mitigation measures for the Wood National Cemetery and Calvary Cemetery are discussed in Section 3.24. WisDOT would maintain Zablocki Drive access either under or over I-94. WisDOT will work with the VA and Miller Park Stadium District to provide a connection from the new service interchange to Wood National Cemetery (and the VA campus in general). WisDOT and FHWA will continue to</p>

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## Summary of Measures to Mitigate Adverse Effects

Resource	Measures to Mitigate Adverse Effects
	<p>work with the National Cemetery Administration to determine the impacts of vibration from I-94. Additionally, if the Double Deck alternative is selected as the preferred alternative, WisDOT and FHWA will coordinate with the VA's National Cemetery Administration during final design to develop a way to provide adequate turf in areas of Wood National Cemetery that would be shaded for all or most of the year. Potential mitigation options include developing an appropriate grass seed mixture and drainage improvement.</p> <p>No mitigation measures are planned for the Beth Hamedrosh Hagodel or Spring Hill cemeteries; however, coordination with all cemeteries near the project will continue throughout the design process and into construction.</p>
Historic Properties	<p>As part of the ongoing Section 106 consultation, appropriate mitigation measures have briefly been discussed with Section 106 consulting parties, but they were reluctant to suggest specific mitigation measures until the Preferred Alternative is identified.</p> <p>Potential mitigation measures to address the adverse effects on historic properties from the Double Deck alternative include the following:</p> <ul style="list-style-type: none"> <li>• For Calvary Cemetery and Story Hill Residential Historic District 2 and 3, visual screening that minimizes the view of the freeway could be a potential mitigation measure.</li> <li>• For the Soldiers' Home National Historic Landmark and National Register district, several mitigation measures have been discussed. One suggested mitigation measure would be for WisDOT/FHWA to fund improvements within the Soldiers' Home National Historic Landmark.</li> </ul> <p>Appropriate mitigation measures will continue to be discussed with the Section 106 consulting parties as part of the consultation process, which is ongoing. The Section 106 process will culminate in an agreement document that will codify the specific mitigation measures to address the adverse effects on historic properties.</p>
Recreational Resources/Public Use Lands	<p>If 44<sup>th</sup> Street is closed during construction, WisDOT and WDNR will develop a detour route for the Hank Aaron State Trail extension that follows 44<sup>th</sup> Street. WisDOT would purchase a temporary easement from Milwaukee County in order to access Mitchell Boulevard within Mitchell Boulevard Park to reconstruct it. All sidewalks and landscaping along Mitchell Boulevard affected by the reconstruction would be restored.</p>
Construction	<p><b>Noise</b></p> <p>To reduce the potential impact of construction noise, special WisDOT provisions would require operation of motorized equipment in compliance with all applicable local, state, and federal laws and regulations relating to noise levels permissible within and adjacent to the project construction site. All motorized construction equipment would be required to have mufflers constructed in accordance with the equipment manufacturer's specifications or a system of equivalent noise-reducing capacity. WisDOT would also require that mufflers and exhaust systems be maintained in good operating condition, free of leaks and holes.</p> <p><b>Vibration</b></p> <p>WisDOT will coordinate with adjacent property owners prior to construction to determine if any buildings near construction areas are in poor structural condition. WisDOT will meet City of Milwaukee vibration ordinances.</p>



## APPENDIX E

## Summary of Measures to Mitigate Adverse Effects

Resource	Measures to Mitigate Adverse Effects
	<p><b><i>Air Quality</i></b></p> <p>Construction vehicle emission impacts could be mitigated through implementing and maintaining a comprehensive traffic control plan, enforcing emission standards for gasoline and diesel construction equipment, and stipulating that unnecessary idling and equipment operation is to be avoided.</p> <p>Several air-quality construction mitigation best practices are available to assist in reducing diesel emission impacts from construction equipment. Off-road diesel engines can contribute significantly to the levels of particulate matter and nitrogen oxides in the air. In recent years, USEPA has set emissions standards for engines used in most new construction equipment. However, construction equipment can last for a long time, and it may take several years before all equipment is furnished with engines that meet USEPA standards. To address this, WisDOT and FHWA can implement several strategies to reduce emissions from the older engines that are in operation today.</p> <p>Reducing pollutant emissions from older off-road diesel engines can occur through a variety of strategies, including the following: reducing idling, properly maintaining equipment, using cleaner fuel, and retrofitting diesel engines with diesel-emission control devices. By reducing unnecessary idling at the construction site, emissions will be reduced, and fuel will be saved. Proper maintenance of the diesel engine will also allow the engine to perform better and emit less pollution through burning fuel more efficiently. Switching to fuels that contain lower levels of sulfur reduces particulate matter. Using ultra-low sulfur diesel does not require equipment changes or modification. Using fuels that contain a lower level of sulfur also tends to increase the effectiveness of retrofit technologies. Retrofitting off-road construction equipment with diesel-emission control devices can reduce particulate matter, nitrogen oxides, carbon monoxide, or hydrocarbons, in addition to other air pollutants. Diesel particulate filters can be used to physically trap and oxidize particulate matter in the exhaust stream, and diesel oxidation catalysts can be used to oxidize pollutants in the exhaust stream.<sup>3</sup> In the final design phase, WisDOT will consider including the measures on a voluntary or mandatory basis.</p> <p>Fugitive dust impacts generated by construction would be mitigated by standard dust control measures. The measures may include the frequent watering of construction sites that have large expanses of exposed soil, watering debris generated during the demolition of existing structures, washing construction vehicle tires before they leave construction sites, and securing and covering equipment and loose materials prior to travel.</p> <p>Dust control during construction would be accomplished in accordance with WisDOT's <i>Standard Specifications for Road and Bridge Construction</i>, which requires applying water or other dust control measures during grading and on haul roads. The location and operation of concrete batch plants would be in accordance with the Standard Specifications, and any special provisions developed during coordination with WDNR regarding air-quality standards and emissions. Any portable-material plants would be operated in accordance with WDNR air-quality requirements/guidelines. Demolition and disposal of residential or commercial buildings is regulated under WDNR's asbestos renovation and demolition requirements (Wisconsin Administrative Code, Chapter NR447).</p>

<sup>3</sup> USEPA. 2008. *National Clean Diesel Campaign*. <http://epa.gov/otag/diesel/index.htm>.

## APPENDIX E

## Summary of Measures to Mitigate Adverse Effects

Resource	Measures to Mitigate Adverse Effects
	<p><b>Traffic</b></p> <p>During the design phase, WisDOT and FHWA would evaluate the diversion routes to determine if improvements to the routes are necessary. In addition to roadway improvements, signal timing modifications, temporary signals, parking restrictions, intersection improvements, incident management, and demand management options may be instituted during construction to ease potential congestion and delay.</p> <p>Freeway and local street lane closures would be staged to ease disruptions to the extent possible. Other mitigation measures may include the following:</p> <ul style="list-style-type: none"> <li>• Holding workshops to determine methods to reduce the effects of construction on area businesses, residents, commuters, community services, and special events.</li> <li>• Implementing a community involvement plan to inform the public, including radio, internet, print, and television.</li> <li>• Encouraging people to use transit or carpool through advertising, temporarily reduced rates, additional routes, and expanded or new park-and-ride lots.</li> <li>• Encouraging businesses to modify their work schedules and/or shipping schedules to avoid peak traffic hours.</li> <li>• Improving detour routes and other routes due to increased traffic resulting from freeway construction.</li> </ul>
	<p><b>Water Quality/Erosion</b></p> <p>Appropriate techniques and best management practices, as described in the WisDOT <i>Facilities Development Manual</i>, would be employed to prevent erosion and to minimize siltation to environmentally sensitive resources in the project area. Erosion control devices would be installed before erosion-prone construction activities begin.</p> <p>WisDOT's construction contractor would use standard erosion control devices and best management practices to reduce and control the deposit of sediment into environmentally sensitive resources before erosion-prone construction begins. The construction contractor would be required to prepare an erosion control implementation plan that includes all erosion control commitments made by WisDOT while planning and designing the project. The construction plans and contract special provisions must include the specific erosion control measures agreed on by WisDOT in consultation with WDNR. WDNR will review the Erosion Control Implementation Plan.<sup>4</sup> The following measures may be used during construction:</p> <ul style="list-style-type: none"> <li>• Minimizing the amount of land exposed at one time</li> <li>• Silt fencing</li> <li>• Sedimentation traps</li> </ul>

<sup>4</sup> Erosion control will be implemented in accordance with the WisDOT *Facilities Development Manual*, Chapter 10, Erosion Control and Stormwater Quality; Wisconsin Administrative Code Chapter TRANS 401—Construction Site Erosion Control and Stormwater Management Procedures for Department Actions; and the WisDOT/WDNR Cooperative Agreement Amendment, Memorandum of Understanding on Erosion Control and Stormwater Management.

## APPENDIX E

## Summary of Measures to Mitigate Adverse Effects

Resource	Measures to Mitigate Adverse Effects
	<ul style="list-style-type: none"> <li>• Dust abatement</li> <li>• Turbidity barriers</li> <li>• Street sweeping</li> <li>• Inlet protection barriers</li> <li>• Temporary seeding</li> <li>• Erosion mats</li> <li>• Ditch or slope sodding</li> <li>• Seeding and mulching exposed soils</li> </ul> <p>Under revisions to the WisDOT/WDNR Cooperative Agreement, <i>Memorandum of Understanding on Erosion Control and Stormwater Management</i>, following construction, disturbed land would be re-seeded with a mix of fast-growing grasses. Drainage systems would be maintained, restored, or re-established in a manner that would not impound water.</p> <p>Additional impact mitigation techniques during construction would include the following, as needed, at a particular location:</p> <ul style="list-style-type: none"> <li>• If dewatering is required, dirty water would be pumped into a stilling, or settling, basin before it is allowed to re-enter a stream.</li> <li>• Trenched-in erosion bales would be installed in areas of moderate velocity runoff; clean-aggregate ditch checks would be installed in ditches with moderate- to high-velocity runoff during and after construction; and ditches would be protected with erosion bales and matting in conjunction with seeding.</li> <li>• Storing and fueling construction equipment would be done in upland areas, away from environmentally sensitive areas. Accidental spills during refueling at construction sites or as a result of an accident involving hazardous material haulers would be handled in accordance with local government response procedures. First response would be through local fire departments and emergency service personnel to ensure public safety and to contain immediate threats to the environment. Depending on the nature of the spill, WDNR would then be notified to provide additional instructions regarding cleanup and restoration of any affected resources. The cost of cleanup operations is the responsibility of the contractor or carrier involved in the spill. Further, WisDOT's Standard Specifications state that public safety and environmental protection measures shall be enforced by the construction contractor.</li> <li>• Contractors would be required to follow WDNR guidelines for ensuring that construction equipment used in or near waterways is adequately decontaminated for zebra mussels and plant exotics, including purple loosestrife and Eurasian milfoil.</li> </ul> <p><b>Material Source/Disposal Sites</b></p> <p>If any material sources are necessary to construct the project, appropriate erosion control measures would be applied to these sites during and following construction, and following use, such sites would be properly seeded, mulched, and protected from erosion.</p> <p>Any portable materials plants would be properly treated to prevent erosion, and WDNR would be able to review site plans, including any gravel-washing operations, high-capacity wells, and site closure/restoration.</p>





# Draft EIS Distribution List

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## Federal Agencies

U.S. Army Corps of Engineers  
U.S. Department of Agriculture – Natural Resources Conservation Service  
U.S. Department of Commerce  
U.S. Department of Housing and Urban Development  
U.S. Department of the Interior—Bureau of Indian Affairs  
U.S. Department of the Interior—Fish and Wildlife Service  
U.S. Department of the Interior—National Parks Service  
U.S. Department of the Interior—Office of Environmental Policy and Compliance  
U.S. Department of Transportation (Federal Highway Administration)  
U.S. Department of Transportation (Federal Railroad Administration)  
U.S. Environmental Protection Agency  
National Center for Environmental Health and Injury Control

## State Agencies

Wisconsin Department of Administration  
Wisconsin Department of Natural Resources  
Wisconsin Department of Transportation (various Bureaus)  
Wisconsin Legislative Fiscal Bureau  
Wisconsin State Historical Society  
Wisconsin State Reference and Loan Library

## Federal and State Elected Officials

Governor Scott Walker  
Lieutenant Governor Rebecca Kleefisch  
Honorable Ron Johnson (U.S. Senator)  
Honorable Tammy Baldwin (U.S. Senator)  
Honorable Gwen Moore (U.S. Congresswoman)  
Honorable F. James Sensenbrenner (U.S. Congressman)  
Honorable Tim Carpenter (State Senator)  
Honorable Nikiya Harris Dodd (State Senator)  
Honorable Leah Vukmir (State Senator)  
Honorable Evan Goyke (State Assemblyman)  
Honorable Rob Hutton (State Assemblyman)  
Honorable Daniel Riemer (State Assemblyman)  
Honorable Joe Sanfelippo (State Assemblyman)  
Honorable Leon Young (State Assemblyman)  
Honorable JoCasta Zamarripa (State Assemblywoman)  
Honorable Josh Zepnick (State Assemblyman)

## Local Units of Government/Interest Groups

City of Milwaukee (Mayor Tom Barrett)  
City of Wauwatosa (Mayor Kathleen Ehley)  
City of West Allis (Mayor Dan Devine)  
Milwaukee County (County Executive Chris Abele)  
Southeastern Wisconsin Regional Planning Commission  
Village of West Milwaukee (Village President Ronald Hayward)

## Repositories

City of Milwaukee Department of Public Works  
Milwaukee County Department of Transportation  
Milwaukee Public Library – Central Library  
Milwaukee Public Library – Forest Home Branch  
Milwaukee Public Library – Washington Park Branch  
Southeastern Wisconsin Regional Planning Commission  
West Allis Public Library  
Wauwatosa Public Library  
WisDOT Bureau of Technical Services  
WisDOT Southeast Region Office



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# Supplementary CD Material

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**Note:** The documents located on the supplementary CD were created and published at various points during the I-94 East-West Corridor study. When applicable, the date of publication is included in this list of documents located on the CD. Some information located on these documents may be out of date and not reflect the existing condition. The information provided in the body of this Draft Environmental Impact Statement should be considered the most up-to-date and accurate information.

## Project Technical Reports/Memorandums

Federal Highway Administration (FHWA). *Revised FHWA Assessment of Adverse Effects for the I-94 East-West Corridor Project from 16<sup>th</sup> Street to 70<sup>th</sup> Street, Milwaukee, WI*. September 2014.

Wisconsin Department of Transportation (WisDOT). *I-94 East-West Corridor Environmental Justice Plan & Preliminary Analysis*. August 2013

Wisconsin Department of Transportation (WisDOT). *I-94 East-West Corridor Visual Impact Assessment*. September 2014.

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Wisconsin Department of Transportation (WisDOT). *Architecture/History Survey packet* (Summer 2012).

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Wisconsin Department of Transportation (WisDOT). *I-94 East-West Corridor Study Fine Particulate Matter Hot-Spot Analysis Requirements for the I-94 Project*. August 2013.

## **Community Advisory Committee (CAC) Meeting Minutes and Attendance**

- August 16, 2012
- December 4, 2012
- March 20, 2013
- May 15, 2013
- July 29, 2013
- June 5, 2014

## **Technical Advisory Committee (TAC) Meeting Minutes and Attendance**

- August 16, 2012
- December 4, 2012
- March 20, 2013
- May 15, 2013

- July 29, 2013
- June 5, 2014

***Section 106 Consultation Meeting Minutes***

- July 15, 2013
- August 29, 2013
- September 23, 2013
- October 15, 2013
- November 19, 2013
- January 10, 2014
- February 13, 2014
- April 22, 2014
- May 9, 2014
- June 10, 2014
- August 5, 2014

***National Historic Landmark (NHL) and National Register Nominations***

Soldiers' Home Historic District National Register Nomination, June 2005

Soldiers' Home NHL Nomination, August 2010

Soldiers' Home Reef NHL Nomination, December 1995

***Determination of Eligibility Forms***

Cavalry Cemetery, October 2013

Spring Hill Cemetery, May 2013

Story Hill Residential Historic District 1, March 2011

Story Hill Residential Historic District 2 and 3, May 2013

Beth Hamedrosh Hagodel Cemetery, October 2013

***Conceptual Stage Relocation Plan***

Wisconsin Department of Transportation (WisDOT). *I-94 East-West Corridor Study: Conceptual Stage 1060-27-00*. July 2014.